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CHARGES AGAINST THE FEDERAL BOARD FOR VOCATIONAL EDUCATION

STATISTICIANS DEPARTMENT
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HEARINGS AND REPORT

OF THE

COMMITTEE ON EDUCATION

HOUSE OF REPRESENTATIVES

SIXTY-SIXTH CONGRESS
SECOND SESSION

IN TWO VOLUMES

Vol. 2

APRIL 29–MAY 15, 1920

WASHINGTON
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1920

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COMMITTEE ON EDUCATION.

HOUSE OF REPRESENTATIVES.

SIXTY-SIXTH CONGRESS, SECOND SESSION.

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CHARGES AGAINST THE FEDERAL BOARD FOR VOCATIONAL EDUCATION.

COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Thursday, April 29, 1920.

The committee met at 10 o'clock a. m., Hon. Horace M. Towner (acting chairman) presiding.

Mr. TOWNER. I believe it was arranged this morning that Mr. Munroe, of the board, should appear before the committee. Mr. Munroe, are you ready?

Mr. BLANTON. Mr. Chairman, on a special matter that I have been giving some investigation to, I am going to ask the chairman, in his discretion, if he will, to call Mr. Holder a few minutes. I want to ask him some questions. He is a member of the board and he is here, I notice.

Mr. TOWNER. How much time——

Mr. BLANTON. Just a few minutes. It will not take over 20 minutes. It is a matter that is very pertinent at this particular time before the other members go on, and I ask that that be done.

Mr. TOWNER. Very well. Mr. Holder, will you take the stand?

TESTIMONY OF MR. ARTHUR E. HOLDER, MEMBER FEDERAL BOARD FOR VOCATIONAL EDUCATION.

(The witness was duly sworn by the acting chairman.)

Mr. BLANTON. State your name to the reporter, Mr. Holder, and your occupation at this time.

Mr. HOLDER. Arthur E. Holder, machinist, member of the Federal Board for Vocational Education, representing labor.

Mr. BLANTON. You have been on this board how long?

Mr. HOLDER. Since the 21st of July, 1917.

Mr. BLANTON. You draw what salary?

Mr. HOLDER. $5,000 per year.

Mr. BLANTON. And that has been your salary since you first went on the board?

Mr. HOLDER. That has what, sir?

Mr. BLANTON. And that has been your salary continuously?

Mr. HOLDER. Yes, sir.

Mr. BLANTON. You are a member of an organization that is affiliated with the A. F. of L., the American Federation of Labor?

Mr. HOLDER. Yes, sir; the International Association of Machinists.

Mr. BLANTON. And you have been a member of that organization how long?

Mr. HOLDER. Of that particular organization since—I can not remember the exact day, but it was in August, 1896; but I have

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been a member of a trade-union in continuous good standing since the 1st of January, 1875.

Mr. BLANTON. And you have been an officer in such union?

Mr. HOLDER. I have never been a paid officer. I have been an employee, and I have occupied a number of local official positions.

Mr. BLANTON. You have occupied positions of authority in the organization, regardless of whether you were paid or not?

Mr. HOLDER. With the exception of a period of three years as president of the Iowa State Federation of Labor, which was an honorary position without salary.

Mr. BLANTON. Then you were at one time president of a State federation of labor?

Mr. HOLDER. Yes, sir.

Mr. BLANTON. Prior to your going on this Board of Education, what was your last position before you went on the board?

Mr. HOLDER. From the 16th of December, 1906, until the 20th day of July, 1917, I was the legislative committee or a member of the legislative committee, of the American Federation of Labor.

Mr. BLANTON. And what was your salary?

Mr. HOLDER. My salary then ranged from $4.50 a day, when I commenced, to $6 per day when I ended, with a per diem allowance.

Mr. BLANTON. Were you not paid a salary by the year?

Mr. HOLDER. No, sir.

Mr. BLANTON. You were just paid so much a day for whatever time you put in?

Mr. HOLDER. Exactly.

Mr. BLANTON. And the highest pay that you received was $6 a day?

Mr. HOLDER. Counting $3 per day per diem, which made it $57 a week at the time I closed.

Mr. BLANTON. And how long had you been getting $57 a week up to the time you went on this board—for how long a period of time?

Mr. HOLDER. I am not quite sure, but I think it was two years.

Mr. BLANTON. Now, prior to the two years, what was your salary?

Mr. HOLDER. About $50 per week.

Mr. BLANTON. Not "about"; but how much was it?

Mr. HOLDER. Well, it varied according to the outside service that I rendered. I was not constantly in Washington so, of course——

Mr. BLANTON (interposing). Now, at the time you got $6 a day did you get paid for Sundays?

Mr. HOLDER. Not the regular wage of $6 per day, only six days per week, but the per diem was seven days per week.

Mr. BLANTON. Your per diem meant that when you traveled in the interests of the American Federation of Labor they would allow you a per diem to cover expenses.

Mr. HOLDER. Yes, sir.

Mr. BLANTON. That was what your per diem was?

Mr. HOLDER. Yes, sir.

Mr. BLANTON. But your real salary was $6 a day.

Mr. HOLDER. $6 a day.

Mr. BLANTON. For six days a week?

Mr. HOLDER. For six days a week.

Mr. BLANTON. And prior to that two-year period, you salary was what—or, say, one year preceding the two years?

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Mr. HOLDER. $50 per week.
Mr. BLANTON. $50 per week?
Mr. HOLDER. Yes, sir.
Mr. BLANTON. Do you know Mr. Barnes?
Mr. HOLDER. I never met the man.
Mr. BLANTON. You have heard of him?
Mr. HOLDER. I have heard of him.
Mr. BLANTON. Is he a member of a labor union?
Mr. HOLDER. I do not know.
Mr. BLANTON. He is reputed to be, is he not?
Mr. HOLDER. I never heard it until you brought it up yourself before this committee, sir.
Mr. BLANTON. You heard the evidence I brought out from the witnesses?
Mr. HOLDER. Yes, sir.
Mr. BLANTON. Do you know what salary Mr. Barnes is getting?
Mr. HOLDER. I do not.
Mr. BLANTON. I can tell you. He is getting $3,500 a year. Do you think I ought to know more about your business than a member of the board of education? I know he is getting $3,500, and you can not tell me what he is getting.
Mr. HOLDER. Well, we have a number of men, and I would not attempt to memorize——
Mr. BLANTON. But you are one of the main men who have this business in charge.
Mr. HOLDER. Yes.
Mr. BLANTON. And are supposed to be familiar with it, are you not?
Mr. HOLDER. Yes, sir. I would not pretend to say that I know the identical salaries of every member of the staff.
Mr. BLANTON. You do know Mr. Briggs, though?
Mr. HOLDER. Riley Briggs?
Mr. BLANTON. The man, Briggs, whom I interrogated one of the witnesses about, who is a machinest and a member of the same organization you belong to.
Mr. HOLDER. I know Riley Briggs.
Mr. BLANTON. Riley Briggs is a member of the machinists organization?
Mr. HOLDER. I think he is.
Mr. BLANTON. What salary does he get?
Mr. HOLDER. I am not sure. I think it is $3,000.
Mr. BLANTON. Well, you are correct; $3,000 is what he gets. Do you know Mr. Jones, the one who was——
Mr. HOLDER (interposing). No, I never met Mr. Jones—oh, Jones?
Mr. BLANTON. Who is also a member of the machinists organization.
Mr. HOLDER. Yes; I know Mr. Jones.
Mr. BLANTON. He is a member of your organization?
Mr. HOLDER. Yes, sir.
Mr. BLANTON. The machinists organization?
Mr. HOLDER. Yes, sir.
Mr. BLANTON. Do you know what salary he gets?
Mr. HOLDER. I think he gets $2,500.
Mr. BLANTON. Well, he gets $3,000. You came within $500 of it.

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Mr. HOLDER. I am giving you the best information I can recall.

Mr. BLANTON. Do you know Mr. McAuliffe? Before I get away from it, Mr. Jones is a member of the machinists organization, too?

Mr. HOLDER. Yes, sir.

Mr. BLANTON. Do you know Mr. McAuliffe?

Mr. HOLDER. I do not know Mr. McAuliffe.

Mr. BLANTON. Is he not one of the employees of your organization?

Mr. HOLDER. I do not know.

Mr. BLANTON. You do not know at all?

Mr. HOLDER. I do not know.

Mr. BLANTON. Do you know of any employment he has had with your board?

Mr. HOLDER. I do not know. I never heard his name before, to remember it.

Mr. BLANTON. M-c A-u-l-i-f-f-e—I may not pronounce it correctly, but that is the way it is spelt.

Mr. HOLDER. I do not know the gentleman.

Mr. BLANTON. If he has been a placement officer getting as much as $2,500 a year from this Government, should you not know of that?

Mr. HOLDER. I do not think that I should know every detail.

Mr. BLANTON. I am not talking about details. I am talking about the mere fact of a placement officer getting $2,500 a year under your jurisdiction.

Mr. HOLDER. Well, sir, will you allow me to give you a reply?

Mr. BLANTON. Well, I am just asking whether or not that is unreasonable to presume.

Mr. HOLDER. If I had expected to have gone on the stand this morning, I would have brought with me a complete list of all the placement men, so that I could have given you the exact information and I would have had that information.

Mr. BLANTON. I am not asking you about anything except your own business; that is, the individual features of your own business connected with the "higher-ups." I am not speaking about the underlings who get low salaries, but I am talking about the ones who get good-sized salaries. I just presumed you would know something about that.

Mr. HOLDER. Well, there are quite a large number of men in that particular department, and I have not pretended to know all the individuals personally.

Mr. BLANTON. You do know the Mr. McGovern who was a placement officer?

Mr. HOLDER. I knew Mr. McGovern a good many years ago.

Mr. BLANTON. And knew that he was a member of the union?

Mr. HOLDER. I knew he was a member of, I think, the stationary or operating steam engineers' organization.

Mr. BLANTON. You heard him testify here?

Mr. HOLDER. Yes, sir.

Mr. BLANTON. Are you able to tell the committee what your board paid Mr. McGovern?

Mr. HOLDER. I think Mr. McGovern got $3,000 a year.

Mr. BLANTON. That is right; $3,000. You are acquainted with Mr. Pyle?

Mr. HOLDER. I never heard of Mr. Pyle.

Mr. BLANTON. Who was at one time employed by your board?

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Mr. HOLDER. I never heard of Mr. Pyle.

Mr. BLANTON. You do not know what salary he was paid?

Mr. HOLDER. No, sir.

Mr. BLANTON. Well, my best information is that he was paid $3,000. Do you know Mr. Schlouder?

Mr. HOLDER. I do not know him.

Mr. BLANTON. Then, of course, you can not say what he was paid.

Mr. HOLDER. Not unless I had my records before me. I wanted to give you all this information without any reserve, but I can not carry all that in my head.

Mr. BLANTON. My information is that he is paid $3,000. Were you acquainted with Mr. Tautillo—T-a-u-t-i-l-l-o, I do not know how you pronounce it—who I believe is a plasterer.

Mr. HOLDER. I think he is a plasterer or a marble worker employed in district No. 3.

Mr. BLANTON. Then you do know of him.

Mr. HOLDER. I know of him, but I do not know the gentleman.

Mr. BLANTON. But you have stated that he is a member of the plasterers or marble workers' union?

Mr. HOLDER. To the best of my information or to the best of my knowledge.

Mr. BLANTON. Do you know what your board has been paying him?

Mr. HOLDER. I think he is getting about $2,500.

Mr. BLANTON. You are not sure that he is not getting $3,000?

Mr. HOLDER. No, sir; I am not.

Mr. BLANTON. Are you acquainted with Mr. Tompkins, about whom some testimony has been given?

Mr. HOLDER. I saw Mr. Tompkins once in March, 1919, in the New York office, while I was conversing with Mr. Griffin, the D. V. O., and was about to go over and make his acquaintance when he was called away and I never had an opportunity to meet the gentleman.

Mr. BLANTON. Do you know his affiliation with union organizations?

Mr. HOLDER. I understand—I got the information from Dr. Prosser—that when he was engaged he was chairman of the board of governors of the business agents of the building trades at New York City. I think I have stated it almost exactly.

Mr. BLANTON. Well, that is quite an important position in the trade-unions of New York City?

Mr. HOLDER. Yes, sir; a very important position.

Mr. BLANTON. Do you know what Mr. Tompkins was paid by your board?

Mr. HOLDER. I think he was getting $3,000 a year.

Mr. BLANTON. That is correct. Now, Mr. Lynch; you know Mr. Lynch?

Mr. HOLDER. I do not think I have ever met Mr. Lynch.

Mr. BLANTON. But you know of him by reputation?

Mr. HOLDER. Yes, sir; I know of him.

Mr. BLANTON. What affiliation has he with union organizations?

Mr. HOLDER. I do not know.

Mr. BLANTON. You are not prepared to state?

Mr. HOLDER. I do not know, sir. If I knew I would tell you unreservedly.

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Mr. BLANTON. Have you heard?

Mr. HOLDER. No; I have never heard. The subject has never been brought to my attention during any conversation about Mr. Lynch.

Mr. BLANTON. I am just speaking about men now who have been appointed since July 31, 1919.

Mr. HOLDER. Yes, sir.

Mr. BLANTON. Since the last of July and since you have been in charge of the business.

Mr. HOLDER. Yes, sir.

Mr. BLANTON. Presuming, of course, you could give me some definite information about men under your employ.

Mr. HOLDER. If you had not called me quite so early I could have given you the information exactly.

Mr. BLANTON. You realize that all these men are under your employ?

Mr. HOLDER. Yes, sir.

Mr. BLANTON. As a representative of this Government?

Mr. HOLDER. Of course.

Mr. BLANTON. You realize you have just as much to do with their employment and with their drawing these $3,000 and so on salaries from the Government as any other member of this board.

Mr. HOLDER. I think so.

Mr. BLANTON. You have just as much to do with it and you have equal authority on this board with the other members, have you not?

Mr. HOLDER. I have never been denied equal authority.

Mr. BLANTON. But you have equal authority?

Mr. HOLDER. I have never assumed to have any exceptional authority.

Mr. BLANTON. But you do assume to have equal authority with the other members of the board?

Mr. HOLDER. Well, I have been treated so graciously by every member of the board that there has never been a question about it.

Mr. BLANTON. Do you know what Mr. Lynch is getting—what the board paid Mr. Lynch?

Mr. HOLDER. I think Mr. Lynch is getting $3,000 per year. He may possibly——

Mr. BLANTON. Now, as a matter of fact he is getting $3,500.

Mr. HOLDER (continuing). He may possibly be getting $3,500. I think I remember that his salary was raised to $3,500 a few months ago.

Mr. BLANTON. Mr. Holder, with regard to these salaries, do you know, for instance, that in the State of Texas what are known as the trial judges there, the circuit judges, in whose courts and under whose jurisdiction men are tried for their lives and under whose jurisdiction property rights of the highest value involving millions of dollars are tried, do you know that those circuit judges until a short time ago received only $3,000 a year and now receive only $3,500?

Mr. HOLDER. I was not aware of that information or of that condition, sir.

Mr. BLANTON. You are aware of conditions out in Iowa where you were president of the State federation of labor, are you not?

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Mr. HOLDER. I knew at the time I was president of the Iowa State Federation of Labor that our governor got $3,000 per year with $500 allowance for rent.

Mr. BLANTON. And your circuit judges out there, like the distinguished chairman here, who has tried men for their lives and has tried in court the highest property rights—did you know what distinguished jurists got out in your State of Iowa?

Mr. HOLDER. I think at that time they got $3,000 per year, but please remember that was in the years 1900 to 1906, and this is 1920.

Mr. BLANTON. Oh, yes; but the distinguished chairman here is getting the same salary now in the position which he occupies that he got in 1908 if he was a Member of Congress at that time.

Mr. HOLDER. The salaries of the Members of Congress had been raised 50 per cent, in the year, I think, 1908.

Mr. BLANTON. Well, say since 1908.

Mr. HOLDER. Yes, sir.

Mr. BLANTON. For the last 12 years the salary has not been changed?

Mr. HOLDER. No.

Mr. BLANTON. Just exactly the same regardless of the demands that are made on such officers?

Mr. HOLDER. Yes.

Mr. BLANTON. I just wanted incidentally to call your attention to that fact when you are passing on these salary propositions. There has been some evidence here as to whether or not you could get competent men to fill these placement positions for the salaries you are paying. I merely wanted you to understand conditions in other places.

Are you acquainted with Mr. O'Connell?

Mr. HOLDER. James O'Connell?

Mr. BLANTON. Yes.

Mr. HOLDER. The president of the Metal Trades Federation?

Mr. BLANTON. The one who has had employment under your board.

Mr. HOLDER. I do not think we have any O'Connell employed by the board.

Mr. BLANTON. O'C-o-n-n-e-l-l.

Mr. HOLDER. I do not know an O'Connell employed by the board.

Mr. BLANTON. Do you know Mr. James A. Fahy?

Mr. HOLDER. No; I do not.

Mr. BLANTON. Who is a New York appointee.

Mr. HOLDER. I do not know him.

Mr. BLANTON. He is getting $3,000 a year. You are not acquainted with him?

Mr. HOLDER. I do not know him.

Mr. BLANTON. You do not know his union labor affiliation?

Mr. HOLDER. No, sir.

Mr. BLANTON. If any?

Mr. HOLDER. No, sir.

Mr. BLANTON. Are you acquainted with Mr. Walter Wheeler in the New York office?

Mr. HOLDER. I think Mr. Walter Wheeler was a machinist employed in the United States Navy Yard at Portsmouth, Va.

Mr. BLANTON. And he was taken over by your board, was he not?

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Mr. HOLDER. He passed the civil service examination and was appointed.

Mr. BLANTON. Oh, well, was he not recommended by one of the New York Congressmen there?

Mr. HOLDER. I never heard of that.

Mr. BLANTON. Who is a very prominent member——

Mr. HOLDER. I never heard of that, but I do know this, that I got some information from a draftsman employed in the Portsmouth (Va.) Navy Yard, which is ordinarily known as the Norfolk Navy Yard, that Mr. Wheeler was an applicant, and if his papers were to come to me from the Civil Service Commission, whether I would be willing to sign them with the information that he would convey and that I happen to know something of Mr. Wheeler personally.

Mr. BLANTON. He being a machinist, and being a member of your organization,

Mr. HOLDER. He being a machinist and a man that had——

Mr. BLANTON (interposing). Do you know how much salary he is getting?

Mr. HOLDER. I am not sure, but I think he was getting twenty-four or twenty-five hundred dollars.

Mr. BLANTON. Do you know what Mr. Wheeler's salary is?

Mr. HOLDER. I think I said that I believe it is about twenty-four or twenty-five hundred dollars.

Mr. BLANTON. $2,600.

Mr. HOLDER. $2,600?

Mr. BLANTON. Yes. You are not familiar with the fact that there are appointments made upon recommendation, say, of Members of Congress?

Mr. HOLDER. I would like to give you a——

Mr. BLANTON (interposing). Has any appointment ever been made upon recommendation, say, for instance, of Mr. Donovan, of New York, a Member of Congress and a member of this committee?

Mr. HOLDER. Not to my personal knowledge.

Mr. BLANTON. Now, let me direct your attention to four particular ones and let you answer, say, James A. Fahy, Mr. Walter Wheeler, Mr. O'Connell or O'Connor, I am not sure which, but it is one of those names, and Mr. McAuliffe, are you prepared to say that none of those appointments were made upon recommendation of the New York Member whom I have mentioned?

Mr. HOLDER. I am prepared to say that I never heard such an intimation before.

Mr. BLANTON. Now, are you acquainted with Mr. Robert G. Munroe?

Mr. HOLDER. No, sir; I never heard the name.

Mr. BLANTON. Never heard the name?

Mr. HOLDER. Never heard the name before.

Mr. BLANTON. You do not know anything about him?

Mr. HOLDER. No, sir.

Mr. BLANTON. Are you acquainted with Mr. William A. Clark?

Mr. HOLDER. The gentleman who testified here as the district vocational officer?

Mr. BLANTON. Yes.

Mr. HOLDER. Yes; I know Mr. Clark.

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Mr. BLANTON. Do you know his affiliation with labor organizations?

Mr. HOLDER. I do not think he has any.

Mr. BLANTON. Are you sure?

Mr. HOLDER. No, sir.

Mr. BLANTON. Do you know what salary he got?

Mr. HOLDER. He is getting $3,600, but has been promoted to $4,000; but he has never received the $4,000 yet.

Mr. BLANTON. But he has been promoted to that?

Mr. HOLDER. He has been promoted to that.

Mr. BLANTON. And will get it?

Mr. HOLDER. And will get it.

Mr. BLANTON. And it will date from when?

Mr. HOLDER. He will get it if I can get it for him.

Mr. BLANTON. And it will date from when?

Mr. HOLDER. It will date from—really, I can not give you the date.

Mr. BLANTON. Do you know what salary he received just before he entered this service?

Mr. HOLDER. No, sir.

Mr. BLANTON. You do not know?

Mr. HOLDER. No, sir; I do not. He testified he was in France, and he came here from the service he was rendering in France.

Mr. BLANTON. And you do not know what salary he got?

Mr. HOLDER. I never knew.

Mr. BLANTON. If he was getting only $1,800 before he entered the service of your board, it would not make any difference to you as to what you should pay him; that would have no bearing on the salary you should fix for him?

Mr. HOLDER. I would have to be guided, of course, by the information that came with his application and with his accomplishments and experiences.

Mr. BLANTON. Are you acquainted with Mr. Farwell?

Mr. HOLDER. Slightly.

Mr. BLANTON. Is he connected with any union labor organization?

Mr. HOLDER. I do not think so.

Mr. BLANTON. What salary has he been paid?

Mr. HOLDER. I think Mr. Farwell was getting $3,500 when he was working in the Boston office and I believe that he was promoted to $4,000 when he accepted the position of district vocational officer in August or September, 1919, of the New York office.

Mr. BLANTON. Now, is it not a fact, Mr. Holder, that practically all of these men I have mentioned were not residents of the districts in which they were appointed as placement officers.

Mr. HOLDER. I am not sure as to that and I do not know whether that would be always kept in mind as a guiding principle. Where all other things would be equal, I believe they would be given the preference.

Mr. BLANTON. You, of course, know what a lobbyist is, do you not?

Mr. HOLDER. Well I was presumed to be one myself.

Mr. BLANTON. You have been a paid lobbyist of the American Federation of Labor, have you not?

Mr. HOLDER. To call it by a more euphonious title, sir, legislative representative.

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Mr. BLANTON. But to call it by its real, true, genuine cognomen, it is a lobbyist, is it not?

Mr. HOLDER. Yes, sir.

Mr. BLANTON. You are a member of the faculty of what is known as the Trade Union College, are you not?

Mr. HOLDER. I do not know whether I am a member or not. I have given them $2 for their work, but whether that gives me a membership or not, I do not know.

Mr. BLANTON. Well, there is such an organization known as the Trade Union College, is there not?

Mr. HOLDER. There are several local organizations of that kind in the United States recently organized. There is one here in Washington and the president of it, or the chairman, is Mr. Archie E. Luther.

Mr. BLANTON. Then you disclaim being a member of the faculty of that college?

Mr. HOLDER. I do not want to put it quite so harshly as disclaiming it, but I have never received notification, either orally or by written word, that I had been so recognized.

Mr. BLANTON. Mr. Holder, you have heard the evidence given here by two different witnesses in your presence, who have been your employees, to the effect that with a trade unionist; that is, a member of a trade union, who believes in true unionism, that where members of the union strike and refuse to work and other employees come in and take their places, that to members of trade unions those employees are commonly designated as "scabs." You heard that testimony, did you not?

Mr. HOLDER. I heard all of that; yes, sir.

Mr. BLANTON. That is the fact, is it not?

Mr. HOLDER. What is a fact—the fact that I heard it?

Mr. BLANTON. That they are designated as "scabs" when they take their places.

Mr. HOLDER. That is the universal term although some trades have——

Mr. BLANTON (interposing). That is all.

Mr. HOLDER (continuing). Different terms.

Mr. BLANTON. Mr. Holder, will you please post yourself on these matters so that within the next week some time, whenever you get posted, you can let the committee know so I can get some definite information about this business.

Mr. HOLDER. I have that information already prepared and ready to give you.

Mr. BLANTON. I wish you would get the information about the salaries of these various men so that you can tell this committee just exactly how many members of your machinist organization, the same organization to which you belong——

Mr. HOLDER. Yes.

Mr. BLANTON. Have been employed by the board.

Mr. HOLDER. Certainly.

Mr. BLANTON. And exactly how many other members of other trade organizations have been employed and the salaries that each have been paid, so that we can get some definite information about your own business. Will you do that?

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Mr. HOLDER. I should be very much disappointed, Judge Blanton, if you did not give me the opportunity to give you that complete information in the most candid way possible.

Mr. BLANTON. And I hope you will.

Mr. HOLDER. And I have it all prepared, and if I had dreamed that you were going to call on me this morning I would have brought it with me, but please do not think for one moment that when I say I do not know, I am trying to evade or to ignore your questions. We believe, sir——

Mr. BLANTON (interposing). Mr. Holder——

Mr. HOLDER. Please excuse me and let me give you a complete answer.

Mr. BLANTON. That is all I care about, Mr. Chairman.

Mr. HOLDER. We do not believe in concealing anything of the work of this board of which we have knowledge, and we absolutely refuse to go on parade, and I, as one member of the board, stand here self-reliant as to the work we have done and the part I have played in it myself and we want this committee, every individual member of it, to know first hand, from our own lips, exactly what we have done and what we are trying to do and what we hope to do. We want to win the confidence of this committee by a candid, safe, free, fair, courageous, self-reliant expression.

Mr. BLANTON. Well, I will ask you——

Mr. HOLDER (continuing). Now, I do not know how a man can express himself more fairly or more fearlessly than that.

Mr. BLANTON. Well, I will ask the committee later on——

Mr. HOLDER. And if you will kindly put every question to me in the most detailed form, I shall consider it a great big compliment.

Mr. BLANTON. Whenever you are ready, I will ask the committee later in the week, or next week to call you.

Mr. HOLDER. All right, sir.

Mr. TOWNER. You will be called later, Mr. Holder.

Mr. Munroe, you may take the stand.

STATEMENT OF MR. JAMES P. MUNROE, VICE CHAIRMAN, FEDERAL BOARD FOR VOCATIONAL EDUCATION.

(The witness was duly sworn by the acting chairman.)

Mr. TOWNER. Mr. Munroe, you are a member of the Federal Board for Vocational Education?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. And have been since the organization of the board?

Mr. MUNROE. Yes, sir; I was appointed in July, of 1917 by the President.

Mr. TOWNER. Do you prefer to make a preliminary statement without interrogatories, first?

Mr. MUNROE. I would like to do that, sir.

Mr. TOWNER. We will be very glad, indeed, to have it.

Mr. MUNROE. Of course, we are always glad to appear before a committee of Congress and give an account of our work, and in view of the misrepresentations that have been going around about the work, I would ask, Mr. Chairman, that I be allowed to make a rather full statements as to just what our accomplishments are to this time.

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First, in regard to the statements that have been made more than once that we are very much behind in our work; and that have been bolstered up by bringing witnesses who testified in most cases that they knew nothing about the work since a year or a year and a half ago. Now, of course, as I shall show later, the work was at that time behind, for reasons which I will make plain.

As to our present situation, permit me to read the statistics given to me by the superintendent of records and returns as of March 27, about a month ago.

On this date registration in the districts reached a total of 206,666 cases.

Mr. TOWNER. Mr. Munroe, in giving these figures, will you be careful to give them slowly?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. The figures themselves are very easily misunderstood, and in order that the reporter may get the figures definitely in the record so that they will not have to be afterward corrected, I suggest you make those statements slowly.

Mr. MUNROE. I thank you for the suggestion.

Two hundred and six thousand six hundred and sixty-six cases. Contact was established with 174,196 men, or 84.2 per cent of the entire registration; 141,953, or 81.5 per cent of the contacts established have been surveyed by vocational advisers; 58,099 men had been approved as eligible for training, and of this number 33,686 have already entered training, 4,446 of whom began their courses during the month of March, an increase of 69 per cent over the preceding month. The completions and discontinuances total 3,052, leaving the net number of men actually in training as 30,695 on this date; that is, March 27. Of these, 28,800 were included under section 2, 1,834 under section 3, 69 under section 6 of the act, and 61 in public Health hospitals under our agreement with the Public Health Service, by which we are giving training to men with tuberculosis under medical advice.

The above men are enrolled in 308 courses given at 1,493 institutions and 4,051 commercial and industrial establishments. The percentage of enrollment in courses is as follows:

In trade and industrial group, 31.7 per cent; 26 per cent in the business and commercial group; 14.9 per cent in the prevocational group; that is preliminary studies; 13.9 per cent in the professional group; and 13.5 per cent in the agricultural group.

This list which I will not burden the record by putting in is a complete list of the establishments, schools, and so on in which men are in training.

That was on March 27. As shown by these weekly reports handed into us—the last report being April 24—during that week 1,068 men had gone into training, so that the total number of men who are in training or have been in training is at least 38,000 or 39,000 men.

Therefore, gentlemen, as shown by these figures and by the fact that in the last month we have probably got up to at least 90 per cent of contacts with the men and arranged their courses and so on, the work is practically done so far as determining the eligibility of the men and arranging for their courses.

There remain, of course, two very serious problems, the first being that of getting the men who have been allowed training, 20,000 or

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more, to take that training; and in that we are getting the cooperation of the American Legion and the other soldier organizations, the Red Cross, and so on, but the work of inducing these men who have been assigned training to take it has been very much hampered, of course, by all this misrepresentation in the newspapers scattered all over the country; and to-day, we have the very curious situation of the American Legion through all its posts trying in every way, with us, to induce these men who have been assigned to training to take it, while the paper which bears their name, the American Legion Weekly, is all the time trying to discredit this work of rehabilitation, and to induce these men not to have anything to do with the Federal board.

Another great work which is still ahead of us, is that of "follow-up" of these men in the schools and in the industries in which they are being trained. Also, when they are put into positions, we must follow them up for a few months, at least, to make sure that they are making good.

This has been dwelt upon by members of the committee as being one of the most important parts of our work and we agree that it is, but there, as has been pointed out by a number of witnesses who have appeared before you up to this time, we are greatly hampered by the difficulty of obtaining and of retaining competent men to do that important work of follow-up at the limitation of salary placed at $2,400 a year.

Now, the most serious charge, gentlemen, that has been brought against this board is the charge of delay in carrying out this work and I propose to devote the greater part of my testimony owing not only that the board, its staff, and its employees, generally, have been zealous to the utmost extent in pushing forward this work and at the same time have been in every way courteous and considerate toward the disabled men, but I will also show that had it not been for the zeal, the perseverence, and the foresight of the board in overcoming the various obstacles that stood in the way of prompt service to the men, had we not insisted upon the cooperation of other organizations where cooperation was necessary under the law and had we not finally insisted upon an amendment of the law so as to get over an impossible situation, the situation to-day would be really a reproach to the Government; but because of our efforts it is a great credit to the Government of the United States and a great source of satisfaction, as you have seen, to 34,000 or 35,000 men who are in training.

Before I take up that more general story, I will deal with the specific charges that have been brought forward by Mr. Littledale in his testimony.

I need not point out to this committee, because it has been familiar with this work since the beginning, the differences between section 2 and section 3 training as laid down by the law, but I think you can hardly have failed to realize that many of the witnesses who have come before you have found fault with the board because they have not been able to distinguish between the two kinds of training, and because they have believed they should have had section 2 training when under the law they were entitled to training only under section 3; and also, I perhaps should remind this committee of the spirit in which this rehabilitation law was originally framed.

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In all the discussions before it was made legislation, it was clearly brought forth that it was the desire of the Government to get away from the old pension idea; that they wanted to pass legislation which should encourage the self-reliance and self-respect of these disabled men, and should lead them to stand on their own feet after the Government should have done all it could for them in the way of rehabilitation.

I have brought this forward because you can not have failed to notice that many of the witnesses, or some of them at least, have gone on the supposition that this is in the nature of a reward, and that if a man fought and received an injury, no matter how slight, he should be rewarded by training and maintenance during training.

Of course, the difficulty and one of the hardest things which the board has had to do has been to interpret the law in the most liberal spirit possible toward the soldier, but yet with due respect to the law as framed. Consequently, we have had to pass judgment in thousands and thousands of cases and give a man section 3 training when the man himself believed, under his mistaken impression, that he ought to have maintenance as well as training; and you can not have failed to notice, too, gentlemen, the extreme difficulty of the personal problems involved in dealing with these men.

Here you are all men of affairs, of wide experience, most of you are men of high standing in the law, and yet you realize how long it took you to get from the 14 or 15 soldiers who have appeared before you the real inward facts as to their conditions, their desires, and their attitude of mind toward this whole thing. Now we have had to do that same thing, through our agents, in the case not of 12 or 15 men, but of somewhere between 125,000 and 150,000 men, because it takes just as much time, just as much care, just as much study of the problem to refuse training to a man or to decide that he is entitled only to section 3 training instead of section 2 training, as it does to put him in training. So that when we tell you that 35,000 or 36,000 men have been put in training, that does not tell the whole story, because we have had, as I say, through our agents to go through the whole process of getting at a man's previous history, his state of mind, his social status, his desire for training, in the case, as I have said, of between 125,000 and 150,000 men; and we have had, in addition, to get hold of the places, whether schools or industries, in which those men can best be trained for the particular thing they have in mind to do; and then, as I have already said, we have had to organize the "follow-up" to be sure that these men are getting what we intend that they should get.

Therefore, this has been an extremely difficult, extremely human, problem, and we had absolutely no precedents on which to go. Consequently, we have had to build up an organization and to train men to undertake a thing in which they had no previous, and we had no earlier, experience. It has been one of the most difficult things that the Government has ever undertaken, and as I will show later, we have had to do this in the face of very serious obstacles.

Incidentally, let me refer to the statements made by Mr. McMurtrie implying that this Government has not done as well with this rehabilitation problem as have some of the allied governments. He brought forward, I think, the figure of 600,000 persons in Great Britain who

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are being dealt with by a process which he recommended should be undertaken in this country.

As a matter of fact, the Government of Great Britain is doing almost nothing in the way of vocational rehabilitation. These 600,000 disabled men are being dealt with as a social service problem through the volunteer system which obtains usually in Great Britain, in the way of giving them aid here or helping them get a job there, or something of that sort; but there is not in Great Britain any widely organized system of vocational education except in connection with the blind, and that, as you know, gentlemen, is being carried on not by the British Government but by the generosity of Sir Arthur Pearson.

As regards France, they have done what you might call a certain amount of stunt work in putting back farmers onto their farms with appliances to take the place of arms or legs which had been lost in the service, and there are some really quite wonderful things done in the way of mechanical aids to those mutilated men, but France is so poor, the problem of numbers of disabled men is so enormous as compared with what we have in this country, that she has not even begun to attack the general problem of vocational rehabilitation.

I have just got the report from Italy, and while Italy, I should judge, is doing rather more in beginning the problem than France has yet been able to do, she is just touching its fringe and is way behind Canada, which is our nearest rival in this matter of vocational rehabilitation.

Now, Canada established a board somewhat similar to the rehabilitation side of the work of the Federal Board in July, 1915, nearly five years ago, and from the latest reports she has, in those five years, put into training several thousand men less than we have. In regard to contact with the men she has so far reached about 50,000, whereas, we have reached 174,000 men, and the kind of training which she is giving is not nearly so comprehensive as what is being undertaken in this country. Consequently, in the nine months since the board was divorced from the War Risk Insurance Bureau and was able to act freely in the matter, we have done more than Canada has done in five years.

As to Mr. Littledale's specific charges, under several headings, that we were indifferent or even hostile to the disabled soldier, I think this has been disproved by the witnesses whom Mr. Littledale asked the committee to bring here, practically all of whom have testified that our attitude has been one of courtesy, patience, and friendliness. Furthermore, of those whom he named specifically in his charges, it will appear from the evidence which I will present here that five had no disability entitling them to training under the law; one of them gave the wrong address and for months therefore could not be reached by the board, one had mental complications which necessarily delayed decision, and the eighth simply said what was not so.

The facts in this case are given in this exhibit which I will put in (Exhibit A), that is, in those eight cases. As to the other cases that have been brought forward, they will be dealt with by Mr. Lamkin and other members of the staff in their testimony.

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EXHIBIT A.

STATEMENT OF JAMES P. MUNROE, VICE CHAIRMAN FEDERAL BOARD FOR VOCATIONAL EDUCATION, IN REPLY TO THE CHARGES CONTAINED IN THE STATEMENT OF HAROLD A. LITTLEDALE TO THE COMMITTEE ON EDUCATION OF THE HOUSE OF REPRESENTATIVES.

The statement prepared and submitted by Harold A. Littledale to the House Committee on Education recites that beginning with the issue of February 16, the New York Evening Post published a series of articles dealing with the work of the Division of Rehabilitation of the Federal Board for Vocational Education. These articles purport to quote figures furnished to the Post by authorities of the board. The statement is made that there is a total registration of 209,000 men. The information furnished the New York Evening Post states that the total registration of names as given above included duplicates. A personal interview with Mr. Littledale emphasized the fact that a number of these names were carried, because of transfer from one district office to another, on the records of more than one office. It is further stated that there were 110,000 eligible for retraining yet no such estimates were given to the Post by responsible authorities of the board. It was further stated that only 24,000 have been placed in training, whereas the information furnished him shows that 26,976 had actually begun courses of training.

The facts are that the board has not held that the gathering of statistics was its most important duty, and therefore, at the present time we can not give absolutely accurate figures as to the number of men whose names are registered with the board or who have been definitely approved for training.

The actual figures could be obtained by having each district make an audit of its files. This would interfere, however, with the more important work of seeing that the disabled men eligible for training receive it.

INTENTION OF CONGRESS WITH REGARD TO TRAINING AS EXPRESSED BY THE PROVISIONS OF THE ACT.

The vocational rehabilitation act places upon the Federal board the duty of furnishing vocational training to such disabled veterans of the war as were vocationally handicapped, and to furnish instruction without cost, if practicable, to those disabled under circumstances entitling them to compensation from the Bureau of War Risk Insurance. No act of Congress has ever permitted the training of every man discharged with a rating of disability. At the time that the act was before Congress the suggestion was made that the opportunity of vocational training should be available to all ex-service men. This, however, was deemed inadvisable, and it was decided that only certain disabled veterans should be furnished courses. The disabled veterans to be trained were accordingly divided into two classes. In the first class, known as section 2 cases, were included those who were "unable to carry on a gainful occupation, to resume their former occupation or to enter upon some other occupation, or having entered upon such occupation were unable to continue the same successfully." (See sec. 11, act of June 27, 1918.) This provision was later amended and section 2 cases now include all "who in the opinion of the Federal board are in need of vocational training to overcome the handicap of their disability." (See sec. 11 as amended July 11, 1919.) Persons receiving training in this class are entitled to receive in addition to free instruction such monthly allowance as may be necessary for their proper maintenance and support. As originally enacted these payments were to equal the amount of the monthly pay for the last month of active service, or the amount to which the disabled man would be entitled under Article III of the war-risk insurance act, whichever was the greater. As now provided the allowance is $80 per month for a single man, and $100 per month for a man with dependents, with additional payments for each dependent.

In the second class, known as section 3 cases, were included all those not included in the first class whose disability was received under circumstances entitling them to compensation under the war-risk insurance act. Men receiving training in this class are not entitled to a maintenance and support allowance, but are to receive instruction without cost to themselves. Ex-service men who are not embraced by the provisions of either section 2 or section 3 are not entitled to training under the act as now drawn. The statute with regard to section 3 cases provided "that the courses of vocational rehabilitation provided for under this act shall, as far as practicable and under such conditions as the board may prescribe, be made available without cost of instruction." This differentiation between section 2 and section 3 cases was accepted by the board as imposing upon it the duty of handling the more severely disabled men first, and its whole policy has been directed to this end.

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ACCOMPLISHMENTS.

Estimates have been made that there were 335,000 discharged from the service with some disability rating. The failure of the board to present accurate statistics has been a source of considerable criticism, but it is obvious, as no official figures have been issued by the departments qualified to furnish the same, the only course open to the board is to make estimates based upon the best information obtainable. This information changes from time to time and it is therefore necessary for the board to revise its estimates. As a result it is undoubtedly true that the board has made conflicting statements at various dates in the statistics issued by it. This fact is unavoidable and will undoubtedly continued until official figures have been issued by the proper departments.

The records of the board show that it has registered the names of approximately 200,000 men and has acted on approximately 145,000 cases; has approved for section 2 training 58,000 men and for section 3 training 36,000, and has, for various reasons, declared ineligible for training on the evidence available the cases of 51,000. At the present time about 4,000 men are entering training per month. The work of the board in so far as the selection of section 2 cases is concerned will be soon completed. In this connection, however, it should be remembered that probably a large number of the men who have not as yet been discharged from the Army and Navy hospitals will be entitled to training under section 11, and another large number, although discharged, are undergoing medical treatment at the hands of the Bureau of War Risk Insurance or the Public Health Service, and do not come, therefore, as yet under the terms of the rehabilitation law.

NUMBER OF MEN ENTERING TRAINING DOES NOT SHOW WORK ACCOMPLISHED.

Although this record of the board is gratifying, the number of men entering training can not be accepted as a gauge with which to measure the work accomplished. No act of Congress has provided that training be furnished all disabled veterans. Four conditions of eligibility are prescribed by the statute for section 2, men: (1) Discharge from the service under honorable conditions since April 7, 1917; (2) disability incurred in the service or traceable thereto; (3) disability constituting a vocational handicap; and (4) feasibility for training from a mental and physical standpoint. The first duty of the board, therefore, was one of selection involving contact with every veteran discharged with a disability to determine the character and extent of the disability suffered. The granting of training is not an optional matter with the board. Every case must be appraised in the light of the conditions prescribed by the act and it is as incumbent upon the board to refuse training to men not entitled to training under the law as to furnish courses to those entitled thereto. As the physical disability as rated by the medical authorities of the Army and Navy at the time of discharge often can not be accepted as conclusive, the task of selection of those eligible for training was not susceptible to standardization. A large number of men discharged with no disability rating have been found to have suffered a disability incurred in the service which constituted a vocational handicap, and they have been awarded training. Very slight physical disabilities frequently involve exceedingly serious vocational handicaps. For this reason proper selection necessitates direct contact with every disabled man and the handling of each case individually.

A case that came to the attention of the board illustrates the distinction between physical and vocational handicaps admirably. A soldier had been disabled by being kicked in the face by a mule. As the only physical disability incurred was a split upper lip the rating of disability given by the Army authorities was very small, yet this soldier, previous to entering the service, was a professional clarinet player, and his injury therefore resulted in a complete vocational handicap and clearly established his eligibility for training. Many other similar cases could be cited. On the other hand one of the cases cited critically was that of a man who suffered a partial loss of hearing in one ear, and who was a wood polisher before entering the service. This man is undoubtedly entitled to compensation, but his disability does not constitute a vocational handicap as prescribed by the act of Congress. The first task, therefore, was to obtain contact with all men discharged with disabilities, of whom about 65,000 had been released from the service prior to the enactment of the rehabilitation law, and assess their disabilities from a vocational standpoint. Before the board was admitted, approximately 132,000 men had been discharged from Army (not including Navy) hospitals.

The board does not throw the burden of proof on the disabled man. A very large percentage of the men who were discharged without disability, now find that they have disabilities which are proving vocational handicaps, but it is necessary for this

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fact to be shown in the records of the board before Government money can be legally expended.

Mr. Littledale makes the following charges:

Charge 1.—"We charge that the board has neglected the disabled men."

As proof the following cases are cited:

1. "Rudolph Faber, 1010 Bayview Avenue, Innwood, L. I. Wounded in action, Faber lost the use of his left arm. He was discharged March 3, 1919, with no knowledge of the Federal board. He could not return to his occupation of butcher. On July 24 the board wrote to him. He called at their office. They promised to write again. They never wrote. He heard nothing more. He was forgotten. He has been neglected. And he is making $23 a week less than he would be at his trade were he fit to-day."

The facts in the case are as follows: Mr. Faber was interviewed by a representative of the Federal board prior to his discharge. At this time the provisions of the vocational rehabilitation act were explained to him, and a form was in the possession of the board signed by Mr. Faber on February 27, 1919.

At this time Mr. Faber stated that his occupation was that of provision salesman. The record does not show that Mr. Faber was employed as butcher, as stated in the Post.

At the time of discharge Mr. Faber claimed no disability and the examining board found no disability. On this account it was not considered that Mr. Faber was in need of the services of the board and his case was allowed to remain idle in the district office. The folder fails to show that the man called at the district office, and inasmuch as no action was indicated as necessary by the evidence in the folder, no action was taken.

"Benjamin Dunstall, 117 South Avenue, Cranford, N. J. He was wounded in the Argonne. He was one year in hospital. He was discharged October 8, 1919, with one leg 3 inches shorter than the other. He could not return to the occupation of farm laborer. He applied to the board. Five months have passed and he has heard nothing. He has been forgotten. He has been neglected. And for compensation he has received nothing. He hasn't a cent. He is still wearing his uniform. He has no money with which to buy civilian clothes."

The facts in the case are as follows: Mr. Dunstall, at the time of his discharge from Fort McHenry, gave his address as 295 George Street, Toronto, Ontario. The district office in New York wrote Mr. Dunstall at this address and received no reply. They sent word to the branch office at Buffalo asking them to get in touch with Mr. Dunstall. No reply was received from Mr. Dunstall and no contact was established until the man called at the New York office during the latter part of January. At this time his case was completed and he was given a medical examination. In February Mr. Dunstall was offered section 2, training, and accepted this offer.

"Arthur P. Thomas, a patient in Flower Hospital, New York City. In October an X-ray examination showed his spine was injured and he was in danger of paralysis. It showed he was in need of an immediate operation. But that record was put away in a folder. It was placed in the files. It was forgotten. He was never told. He found it himself by accident. Independent of the board he underwent an operation. That was in January. Now he has been informed that his training claim has been discontinued and his name dropped from the pay roll."

The facts in the case are as follows: Mr. Thomas entered training at Meeker's Business Institute on May 13, and that he was later transferred to Columbia University, where he has been following a course in journalism. The records, of course, fail to show any evidence that Mr. Thomas examined his folder. The records show that he was not dropped from the pay roll of the board, but was paid in full to March 1.

The regulations of the board allow a 30-day sick leave without discontinuance of payments. If a man is confined to the hospital longer than 30 days he is transferred to the pay roll of the Bureau of War Risk Insurance.

To show the attitude of the Federal Board, the following summaries from its minutes are given:

In order to facilitate the placing of disabled men, it was voted that the district officer shall take the initiative in placing men who have been disabled and who do not desire retraining. 1–165.

It was agreed that in the administration of the vocational rehabilitation law the attitude to be assumed by the board toward the disabled man should be that of a "big brother" and that the soldiers should be encouraged to look to the board at all times for such help and advice as they may need in the matter of training and placement. 1–185.

In an effort to define a living subsistence for men while undergoing training the board adopted the policy, in case of all disabled men other than commissioned officers,

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to see to it that such men have at least the same support or pay as they received while in the service. The board ruled that the director be authorized on the recommendation of the district vocational officer to pay to each disabled man such a monthly stipend as is usually paid for lodging and subsistence by students residing in a given community, but that such stipend from the board shall not be less than the amount necessary to make his total support from the Government at least $65 per month. No provision was made at that time for commissioned officers. All such men in training under the fund were paid on the basis of their Army pay by the Bureau of War Risk Insurance. For men with dependents the total amount was at least $75 per month. 1–239.

The board having learned that the amounts voted for maintenance of disabled men being low, they were by vote here increased for single men to $75 per month, and a man with dependents not less than $85 per month. 1–267.

In order that the suffering on account of lack of funds be reduced to the minimum, arrangements were made for subsistence pay to be sent to the disabled men on a semimonthly basis. 1–305.

The chief of the division was authorized to grant leave of absence with pay to men in training where such leave warranted. 1–393.

It was voted that where vacations of disabled men in training occur, they shall be paid their maintenance for such period, the board anticipating that many of the men in training would be unable to support themselves due to their physical condition during the vacation period. 1–333.

Reaffirming its policy the district vocational officers were again instructed that a period of placement training following institutional training should be provided whenever necessary and that during such placement training the disabled man should be continued on training pay. This policy here is augmented by the action instructing the rehabilitation division that whenever necessary institutional training may in the same manner follow placement training and that whenever necessary extension of courses of instruction in institutions or elsewhere shall be made in order to provide adequate training. 1–367.

That the men might have the benefit of a more close personal touch with the board the Chief of the Vocational Rehabilitation Division was authorized to secure efficient counsellors at all institutions where disabled men were in training and that where the number of students in training at any one institution was sufficiently large arrangements should be made to detail a representative of the district office to serve as counsellor or supervisor. 1–433.

Authority given to the Chief of the Vocational Rehabilitation Division to extend sick and excused leave periods where in his judgment the facts warrant such action. 1–437.

The board authorizes payment for all necessary medical or surgical care of disabled men in training and instructs the chief to secure from other Government agencies reimbursement for such expenditures as under the law they have authority to incur. 1–445.

To avoid disappointments the board voted that in all cases where a disabled man has been notified by the proper authorized official of a district office or the central office that he shall have any given course or courses such promises shall in every case be carried out.

To further facilitate training approval, the chief of the division was authorized to order district vocational officers to approve when necessary without reference to central office extension of courses for a period of one year from the date of the expiration of the period for which the man was originally approved. 2–565.

The chief of division instructed to notify all district vocational officers to see to it that every man in training had filed proper applications with the Bureau of War Risk Insurance in order to avoid the possibility of their being a delay in the receipt of compensation after the man had completed his training. 2–609.

Where men are shown to have major disabilities caused by amputations, district officers instructed to put such men into training, even in four-year courses, without prior reference to central office. 2–623.

To facilitate approvals of men whose cases were prepared and awaiting approval in the district offices the chief was authorized to train at central office and to then send to the field offices squads of men to work through the files in the district offices to approve all cases where evidence was complete and showed that the man was entitled to training; to determine cases not eligible for training and to leave memoranda in all cases not complete as to what evidence was lacking in the case and must be supplied in order to meet the legal requirements of the rehabilitation act. 2–623.

The chief of the division was instructed to divide the districts into subdistricts and a branch office established in each district in order to facilitate action, especially with reference to placement and placement training. 2–651.

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When necessary to assist disabled men residing in Canada, the board authorized travel of agents of the board into Canada for the purpose of investigating such cases. 2-855.

The following quotations are from the official instructions:

"When, in the case of a disabled person in training under the law, either in regular courses or in receiving stations, emergency action is necessary to save the life, limb, or health of such person, the district vocational officer shall, through the district medical officer, see that the care needed is provided promptly. The question of adjusting responsibility for payment of costs involved can be taken up later. Pending a decision in regard thereto the board assumes the responsibility." (Sec. 258, Misc. 150.)

"If a disabled person in the field can not be reached at the address available in the district office, the district vocational officer shall ask central office to obtain the correct address from the Bureau of War Risk Insurance or the Adjutant General's Office. If this be not effective, the cooperation of the Red Cross should be sought in an effort to locate the man, especially if there be evidence that he may have a major vocational handicap." (Sec. 303, Misc. 150.)

"The board desires to give every disabled person every benefit for which the law provides, and will give most careful consideration to each man's case." (From sec. 308, Misc. 150.)

"The board will be liberal in approving training for men suffering from major physical disabilities even though they do not really involve a vocational handicap." (Sec. 405, Misc. 150.)

"The disabled men while in training should be made to feel that they have present at all times the sympathetic personal interest and guidance of a mature man to which they can feel free to go and 'talk things over.' The relationship between the board, as representing the Government, and the men must not be permitted to become mechanical or to cease to appreciate the fact that the men, each of them, have a personal future before them with all that that means in feelings, hopes, and aspirations for an American citizen who has served his country well. The district vocational officers shall, therefore, at each center where the disabled men are being trained, arrange for the selection of one or more men of the right type to act as personal counselors to the men in training." (Sec. 448, Misc. 150.)

"It is the special function of the personal counselor to be the guide, counselor, and friend to the men in training. His relationship to them should be such that when special difficulties or embarrassments occur or there appears to be danger of a renewal of the disability or for any other reason the men need advice and counsel they will feel free to come to him. The counselor should be the most suitable man available regardless of his official relationship to the actual instruction being given to the man or the business relationships connected therewith." (Sec. 449, Misc. 150.)

"The district vocational officer should inform the personal counselors as to how they should proceed to care for the interests of the man when—

(*a*) "There is sickness on the part of the man himself or of his dependents or family.

(*b*) "The man discontinued his attendance without notice.

(*c*) "The man is financially embarrassed.

(*d*) "The man is absent and his absence affects his training pay.

(*e*) "The man complains regarding his training, or his instructor or his failure to get his training pay or of needed adjustments of amounts due him because of change of status regarding dependents.

(*f*) "Cooperate with the man and the board in delivering training pay to the man and arranging for repayment of loans by the men." (Sec. 450, Misc. 150.)

"Such books, appliances, and other materials as are, in the judgment of the board, necessary to enable the disabled person to take his training in a proper manner will be furnished without cost to the men in training. When the training course has been completed the district vocational officer shall permit the man to keep permanently for his own use such of those books, appliances, and materials, as he may need to use in the vocation for which he has been trained." (Sec. 456, Misc. 150.)

"The purposes of the board are not accomplished unless the man is so placed that he is able to successfully maintain himself in his occupation in competition with the normal worker on the basis of equal pay for equal work. Except in cases where full wage is impossible the acceptance of the idea of partial wages for the disabled persons should be rejected." (Sec. 603, Misc. 150.)

"In negotiating with the employer due care must be exercised to see that he is made familiar with the circumstances of the case and the condition of the man, in so far as such circumstances or conditions affect in any manner the man's ability to perform the duties of the job proposed for him. Deal fairly and honestly with the employer, even though such frankness may result in some instances in failure to secure the job sought.

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Only through fair dealing can the best opportunities for other disabled men be secured." (Sec. 605, Misc. 150.)

"Where several separate and distinct operations are involved in a trade or occupation the aim of training should be to fit the man with a degree of proficiency in each of such operations to make him a competent general workman. The steps in the course should be so laid out that the man will continue through the whole process as a learner rather than a producer. There should be no inducement offered the man to discontinue his training and remain on any one of the operations as a producer in a narrow field rather than to become a good general workman through thorough training." (Sec. 614, Misc. 150.)

"Men in placement training will receive training pay at the same rate as if they were in training in educational institutions. No deduction shall be made in the training pay of the men because of money earned incidental to their work while they are in placement training." (Sec. 704, Misc. 150.)

INSTRUCTIONS NO. 23.

SEPTEMBER 12, 1919.

To all concerned.

Subject: Procedure in closing cases.

Paragraph B. The man does not reply to letters from the district office. In closing cases on this ground it is understood that at least one letter without reply shall have been delivered to man with negligible handicap; at least two letters without reply to man with minor handicap; and at least three letters without reply to man with major handicap, or when the extent of handicap is not known.

EXTRACT FROM KIDNER MEMO. 17.

AUGUST 24, 1918.

SEC. 6. From the nature of the information called for in this and the succeeding section, it will be seen that a very intimate personal relationship must be established between the district vocational officer and the candidate.

It will be of value for the vocational adviser to review with the man the information given in the preliminary survey form. Not only will this afford valuable help to the vocational adviser in considering possible future vocations, but during the process of reviewing a great deal of the information as to the candidate's personal characteristics will be revealed.

In questioning a man as to his choice of a new occupation, the candidate should be encouraged to express his wishes freely, but the vocational adviser will not only enter the reasons given by the candidate for his choice, but will also endeavor to ascertain the man's real reasons. Quite often there are fashions in choice, due to the particular demand or example of the hour. Also it will be found that a man's choice is often conditioned by the fact of his having passed through a long period of enforced inactivity and by his present physical condition, which may improve.

Charge 2.—"We charge the board with inexcusable delay." As proof the following cases are cited.

"Joseph Furphy, 420 John Street, East Newark, N. J. He was wounded in several places and gassed. He was discharged March 3, 1919. He did not know of the board. He learned of it by accident. In June he applied for training. He met with a delay. In want, he had to appeal to the Red Cross. At last the board got him in training. That was on January 24, 1920. They kept him waiting for eight months."

The facts in the case are as follows: Prior to enlistment Mr. Furphy was employed as a clerk and cost accountant for seven years and a bookkeeper for three years. On discharge from the service the Army examining board found no disability, but the statement was made that Mr. Furphy had been wounded in action. Mr. Furphy's application for training was received and his case received prompt attention. However, his request for section 2 training was disapproved. The medical examiners of the New York office stated that he was suffering from a temporary minor handicap. At the instance of the Newark Red Cross Mr. Furphy's case was given further consideration, and section 2 training was approved by the eligibility squad on review of the complete evidence in the man's folder at that time.

"Theodore M. Lind, 316 Cumberland Street, Brooklyn. He was discharged in June, 1919. He did not know of the board. He learned of it by accident. He applied in July. On December 22, he was refused training with pay. He was kep waiting eight months."

The facts in the case are as follows: Mr. Lind was interviewed by a representative of the board at General Hospital No. 41 on June 21, at which time the Government rehabilitation plan was thoroughly explained to Mr. Lind. The records show that

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the New York office of the Federal board recommended that Mr. Lind receive training, and that this recommendation was disapproved by central office of the board.

Prior to enlistment Mr. Lind was employed as wood polisher. His disability consists of a reduction in the hearing of the left ear. The right ear is entirely normal. The central office of the board ruled that this reduction in hearing would not prevent Mr. Lind from carrying on successfully as a wood polisher, and for this reason it was ruled that he was not eligible for section 2 training and eligible for section 3 training only. Mr. Lind appealed from this ruling of the board, and the appeal was not allowed. He is not considered eligible for training within the meaning of section 2 of the rehabilitation act.

"Edward M. Kalish, New York City, awarded the croix de guerre. He applied to the board in April, 1919. In July he was told he could begin training 'next week.' Something went wrong. He was put off. After waiting 10 months he was reexamined by the doctor. He was then marked fit and refused training. He tore up his papers in the face of the man who told him that."

The facts in the case are as follows: The only sense in which Mr. Kalish "waited 10 months" was that his case has been repeatedly pressed for section 2 training, whereas from the first such training was denied.

Prior to enlistment this man was employed as a millinery salesman, stating that he earned $25 per week. His disability consists of slight chronic arthritis, according to medical report.

Army records at the time of the discharge, April 19, 1919, gave degree of disability "one-tenth at present." On July 18, 1919, the Federal board, after reviewing his case, decided that his disability did not entitle him to section 2 training. Mr. Kalish was immediately tendered transportation from his home to the New York office in order that he might be advised fully concerning this decision and his rights under section 3 of the act.

The case was again pressed for section 2 training in November and was denied under date of November 26. On December 29 such decision was confirmed.

On January 5 a final appeal was made, and our assistant chief medical officer confirmed former findings. The most careful consideration was given to this claim. Section 3 training is still open to Mr. Kalish at such time as he may choose to accept.

"Gordon M. Campbell, Middletown, N. Y. In February he had been waiting 11 months for training. The last action then was that he was to undergo another medical examination to see if he was not fit."

The facts in the case are as follows: When the man was discharged the Army medical examiners considered that his disability was not received in line of duty, and also rated the case as less than 10 per cent disability. On account of the fact that the case was apparently a minor handicap, no attempt was made by the board to follow the case actively. The records show that a letter was written to Mr. Campbell on June 30, on July 15, and again on October 1. Mr. Campbell replied to the letter of October 1, but did not reply to the other two letters. The case presented certain difficulties, and it was impossible to reach a decision concerning the eligibility for section 2 training without a medical examination.

"Henry B. Katzen, Newark, N. J. Discharged April 13, he applied to the board on May 12. On December 1 he went into training. He was delayed six and one-half months. The delay reduced him to penury. Married, he was in great distress and had to go to the Red Cross for help."

The facts in the case are as follows: The chronological record quoted in the Evening Post is approximately correct. Considerable delay was experienced in obtaining a satisfactory medical examination and in arranging training which was suited to the man's disability. The medical examination showed that he was suffering from a border line mental disability which was very difficult to diagnose and which did not constitute an obvious major vocational handicap. A satisfactory medical examination was finally obtained and Mr. Katzen entered training on December 1.

The committee should remember that cases involving mental disability are the most difficult to properly solve. The board is not charged with the medical care of men suffering from any disability. Before any training can be arranged for men suffering from mental disabilities, an accurate diagnosis of the case must be obtained in order that the proper training may be provided.

The above reply to the specific cases submitted by Mr. Littledale in support of his charges of neglect and inexcusable delay proves conclusively that he has failed to substantiate the same.

Charge 3.—"We charge that the Federal Board is responsible to no department of the Government and is top-heavy."

In support of this charge Mr. Littledale alleges that the Secretary of Agriculture is a member of the board but it is not responsible to him, likewise, the Secretary of

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Commerce and the Secretary of Labor, but the board is not responsible to either, and that the board is a creature of Congress, responsible only to Congress.

At the time the Federal Board was created, the matter of its personnel was carefully considered by Congress, and as created is composed of the Secretaries of Agriculture, Commerce, and Labor, the Commissioner of Education, and three lay members appointed by the President.

The heads of the Departments of Agriculture, Commerce, and Labor were chosen as members of the board because of the inter-relation which their departments held to the various phases of vocational education in the country. The Department of Agriculture is directly concerned with the agriculture and home economics education, the Department of Commerce is directly concerned with the problems of commercial education, the Department of Labor with the problems of trade and industrial education, and the Department of the Interior, through the Bureau of Education, with the problems of vocational schools.

The lay members of the board representing manufacture, agriculture and labor, were chosen for their special knowledge of the fields represented by each. The board has thus formed, it was believed, could serve the double purpose of effectively administering the law and of bringing together the work of these different departments. The purpose sought by Congress has been fully realized. Although it is admitted that the Federal Board's activities do not occupy the same status with respect to these secretaries as bureaus in their respective departments, all the secretaries are vitally interested in the work of the board. Prior to the transfer of Secretary Houston from the Department of Agriculture to the Treasury Department he was chairman of the board, and at the present time Secretary Wilson of the Department of Labor occupies this position.

Like all Government offices, the actual detailed administrative work of the board is vested in the heads of its various divisions, and Mr. Uel W. Lamkin is the present administrative officer in charge of the division of rehabilitation. The fundamental basic policies, however, which govern the work of this division are determined by the seven members of the board, and the lay members of the board, called the standing committee, acting through the chief of the division to carry out the policies as thus determined. Periodically regular meetings are held and exhaustive reports submitted to the full board by the standing committee, and all its activities are fully discussed and considered at these meetings. Instead, therefore, of the Federal Board being responsible to the head of no executive department, as charged by Mr. Littledale, it is in effect responsible to three, and the heads of each of these departments take an extremely active interest in its work and assist in the determination of its policies, and are in part answerable for the manner in which the duties imposed by Congress upon the board are performed.

Charge 4.—"We charge that 19 months after its creation the board is still organizing."

"Dr. Charles A. Prosser, who set up the Division of Rehabilitation, stated, and it can be found in the record, that the period of organization would cease in June, 1919, and from that time on the number of employees would decrease."

The facts are that the board is developing its organization as the needs of the service demand. The statement of Dr. Prosser was based on a much smaller number of men who would be entitled to training than has been found to be so entitled. A large number of men who have been discharged from the service with no disability are being found compensable and entitled to training because of disabilities incurred in or traceable to the service. This has required constant maintenance of a number of men whose duty it was to interview and advise these discharged soldiers. On the other hand, the board has not seen fit to employ a number of persons for supervision of training except as the demand required it. The general organization has been complete for some time. The reorganization complained of consists of such adjustments as are necessary from time to time to take care of its present and future responsibilities.

Charge 5.—"We charge the board with abandoning a post of duty. The board in July, 1919, withdrew its agents from the hospitals."

The facts are these: Under legislation passed by Congress toward the end of the fiscal year 1919, the board had no authority to pay salaries after July 1, 1919, except as prescribed by that legislation. It was necessary, therefore, to curtail greatly the number of persons employed at salaries exceeding $2,500; and after a careful survey of the field it was decided that since the hospitals were rapidly closing, and since we were perfecting our methods of reaching the soldiers after discharge from hospitals, the least damage to the work would be done by withdrawing men from hospitals, discharging those least qualified and replacing those not wholly satisfactory in other positions with those best qualified who had been working in the hospitals. Fortu-

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nately, by subsequent action of Congress, it was possible within three weeks to restore the hospital service. The so-called "abandonment" was made necessary by law.

Charge 6.—"We charge the board with needless duplication of effort. The 14 district offices throughout the country have no power."

The present organization allows district offices to determine eligibility for training. The eligibility man who is stationed in the district office is responsible direct to the central office at Washington on this question alone in order to insure the proper administration of the law. Men who have suffered major amputation, including loss of sight in one eye, can be approved for as much as four years' training by the district office without reference to central office. The only approvals which must be referred to Washington before final action are those of persons not suffering from major amputation who are awarded courses of more than two years in length, or who are awarded courses, the cost of which for tuition, books, and supplies exceeds $500 per year. The central office at Washington is thus trying to keep control over the financial obligations incurred in training men.

Bills are sent to central office for payment because it has not been deemed administratively wise to establish separate accounting and disbursing offices in each of the 14 districts. The number of clerks allowed to each district, together with a minimum and maximum salary for each class, has been fixed and the district officer allowed absolute freedom in the appointment of all clerical help, subject to civil-service regulations and the above limitations.

Charge 7.—"We charge that the board has no definite policy. In support of this charge are submitted two letters, one from Chas. H. Winslow, who resigned when the separate Division of Research was abolished, and the other from Arthur W. Griffin, who, for a year was in charge of the New York office and who was removed because of inefficiency on August 1, 1919. This lack of definite policy has resulted in two frequent changes in personnel."

The resignation submitted to the board by Chas. H. Winslow reads as follows:

"SEPTEMBER 8, 1919.

"Dr. C. A. PROSSER,
"*Director Federal Board for Vocational Education,*
Washington, D. C.

"MY DEAR DR. PROSSER: This is intended to convey formal notification of my resignation as chief of the Division of Research of the Federal Board for Vocational Education, effective September 30.

"Very truly, yours,

"CHARLES H. WINSLOW,
"*Chief, Division of Research.*"

The alleged resignation as set forth in Mr. Littledale's statement is not the one received by the board.

It is noted that of six cases cited by Mr. Littledale in former charges, the names of two of these had been in the files of the New York office during Mr. Griffin's incumbency for four months, while a third had been there for three months during the time he was in charge.

It has not been a lack of definite policy which has resulted in frequent changes in personnel. There have been three different chiefs of the Division of Rehabilitation in Washington. The first, Dr. J. A. C. Chandler, left the service because elected to a responsible educational position paying a larger salary, and this board could not retain his services. The second, Dr. H. L. Smith, was on a leave of absence from the University of Indiana. His leave expired and the authorities refused to extend it. He could not longer remain in Government service. The present chief of the division, Mr. Uel W. Lamkin, can not be expected to remain indefinitely at the financial sacrifice which Government service involves.

As for the statement that there have been four district vocational officers in New York, Mr. Arthur W. Griffin, was removed on August 1, 1919, and was succeeded by Mr. S. E. Farwell on August 10, 1919. Mr. Uel W. Lamkin served for the 10 days pending Mr. Farwell's arrival. Early in January, 1920, Mr. Farwell resigned on account of business reasons and on account of the condition of his chealth, and was succeeded by Mr. Wm. A. Clark.

Charge 8.—"We charge James P. Munroe with failure to safeguard the interests of the disable soldier."

To support this charge Mr. Littledale submits a statement of Arthur W. Griffin, claiming that Mr. Munroe refused to remain in New York the short time necessary to sign a lease for required new quarters of the board.

Mr. Munroe has no recollection of such conversation as is reported by Mr. Griffin, but it is evident that under no circumstances could he have signed any contract with-

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cut authority of the board. Consequently, his remaining or not remaining in New York has nothing to do with the case.

As to the relations of the board with the Munsey Co., the payment of rents was held up because the Frank A. Munsey Co. refused to sign a lease made in such terms as to safeguard the Federal Government. The only way in which these bills could finally be paid was by the exchange of an offer and acceptance for the quarters at 280 Broadway. The statements which Mr. Littledale alleges the Munsey Co. circulated are without foundation.

Charge 9.—"We charge that William A. Clark, acting district vocational officer at New York, has engaged new quarters for $3.50 a foot that were offered to him at $2.50."

The facts in the case are these: The offices of the board in New York were too small for efficient work to be done. Larger quarters were absolutely necessary. It was also desired to have the Bureau of War Risk Insurance, Public Health Service, and Federal Board for Vocational Education all under one roof in order to have better cooperation in rendering service to the disabled men. After a careful and thorough canvass of all available buildings, space in the National Association Building, on Forty-third Street, was leased by all of these organizations. There is submitted herewith—

1. Affidavit from the president of the corporation who conducted negotiations.
2. Statement from him and to the amount of rental paid by other tenants.
3. Copies of paragraphs from a letter of Alfred Brooks Fry, copies of the complete letter having been submitted to the committee with another statement.

STATE OF NEW YORK,
County of New York, ss:

James T. Lee, being duly sworn, deposes and says that he is president of the National Association Building Corporation, a corporation which owns the National Association Building, situated at 23–31 West Forty-third Street and 26–28 West Forty-third Street, in the Borough of Manhattan, city of New York.

Deponent has supervised and controlled the renting of the building from the beginning up to the present time and is completely familiar with all matters relative to the rental prices and negotiations for leases affecting space in said building.

Deponent further says that he is advised that statements have been made and published in the New York Evening Post that the space on the second, third, fourth floors rented to the Federal Board for Vocational Education, the Bureau of War Risk Insurance, American Red Cross, and the Public Health Service have been rented at a price which was $1 per square foot higher than any other space in the building and higher than the space could have been rented for by these Government departments and bureaus.

Deponent further says that these statements are unqualifiedly false and that the facts in the matter are as follows:

When the first rental schedule for the building was published the rates for the entire second, third, and fourth floors were quoted to be $2.50 per square foot, but these rates were based on the ordinary form of lease running for a minimum period of five years and two months and in most cases leases for entire floors were expected to run for 10 years and 2 months. Under no circumstances was any lease taken for a period of less than five years and two months and none has been made in the building since, except those closed after March 1, 1920, which run for five years and one month.

When Pease & Elliman (Inc.), real estate brokers of this city, proposed to deponent that the Government departments above mentioned be taken as tenants for the second, third, and fourth floors, deponent refused to consider them for two principal reasons, first, that a Government department is an unsatisfactory tenant in that rent payments are invariably long delayed, and, second, because the Government is unable to bind itself beyond the end of the current fiscal year. It was later proposed, however, that in view of the circumstances the Government would be willing to pay $3.50 per square foot provided a lease for four months, namely, from March 1, 1920, to June 30, 1920, would be accepted with an option to the Government departments to renew at the same rate for one year additional, and it was urged upon deponent that the public necessity and the efficiency of the work for disabled soldiers required that the above-named Government agencies have offices adjoining in the same building and that nowhere else in New York City was sufficient suitable space available for the purpose. Just at this time the general schedule of the building was in course of revision and the new schedule which has since been strictly adhered to would have fixed $3.50 per square foot for this space for the ordinary commercial tenant. Under these conditions deponent made the leases, but only after a thorough investigation had been made by a representative of the Treasury Department, a certain Capt. Frye, supervising chief engineer of the port of New York.

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Deponent further says that far from the rental paid by the Government being less than that paid by the rest of the tenants of the building, it is a fact that the Government rental is the lowest paid by any tenant except for several small spaces fronting on the interior court and relatively undesirable and which rent for $3 per square foot, for the remainder of the space in the building is rented at from $4 to $6.50 per square foot to responsible commercial tenants on long-term leases, with rent payable in advance in every case.

Deponent further says that the lease to the Government has, in addition to the disadvantages above named, a further disadvantage in that it terminates on June 30 of same year, which date is two months past the renting season, so that the owner of the building must be prepared for a large loss of rental from the date of expiration until a new tenant can be found, which, in a normal market might be 10 months later.

JAMES T. LEE.

Sworn to before me this 12th day of March, 1920.

MARY F. SULLIVAN,
Notary Public, Kings County, No. 412,
Certificate filed New York County, No. 391.

TREASURY DEPARTMENT, FIELD FORCE,
OFFICE OF SUPERVISING ARCHITECT,
New York, N. Y., December 27, 1919.

The SURGEON GENERAL,
United States Public Health Service,
Washington, D. C.

SIR: In compliance with telephonic order from the department December 20, with relation to the matter of obtaining quarters in New York City for the United States Public Health Service, the Federal Board for Vocational Education, the Bureau of War Risk Insurance, and the American Red Cross, I have to report on the present status of this matter as follows:

1. Conference or communication has been had personally with the Director of the Bureau of War Risk Insurance, the local director of said bureau, the supervisor of district No. 2, United States Public Health Service, with a representative of the Federal Board for Vocational Education, with practically all the real estate firms (through one channel or another) who specialize in the rental of large office and loft space in this city, with a considerable number of individual owners of such property, and certain municipal officials. The result of a great deal of effort up to the present date may be summarized thus:

2. Prior to December 5 the supervisor of district No. 2, United States Public Health Service, has made many efforts to secure the necessary space in a suitable location, including advertisement by circular letter and advertisements posted in post office and customhouse. He received, I believe, but one proposal, that of the National Association Corporation, 25 West Forty-fourth Street, New York City, who offered the entire fourth floor of a new 21-story office building now being erected and fronting on 23-31 West Forty-third Street and 26-28 West Forty-fourth Street, ready for occupancy February 1, 1920, said floors each containing 13,493 usable square feet, at $46,993 per annum per floor, which is approximately $3.50 per square foot, rent including janitor and cleaning service, heat and water, light extra at the same rates that would be charged by the New York Edison Co.; division, partitions, additional plumbing, etc., to be installed at the expense of the United States and to be paid for by an addition to the monthly rental of the current fiscal year. A similar proposal was made by the Federal Board for Vocational Education and the Bureau of War Risk Insurance with some incidental occupation of about 1,000 square feet by the American Red Cross interests that are akin to the service above named. See department letter December 4 addressed to the supervisor district No. 2, United States Public Health Service.

6. It was quite apparent to Assistant Secretary Moyle, yourself, and other department officials concerned that it was possible the proposed renting of the quarters named in building described might be adversely criticized, first, because of the rental, which is a rather high rate even for New York City at the present time, and second, because of the high character of this building and its very excellent location in the uptown heart of Manhattan and in the center of the club and hotel district; and, therefore, granting the desirability of said proposed quarters, it was apparent that we should make every effort to secure others elsewhere, and for the past week, including even Christmas Day, such efforts have been continuous on our part, and every source of available information and aid has been sought, including real estate agents

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and owners, the Lawyers' Title Insurance Co., officers having real estate experience connected with the third naval district, and municipal officials. Every available lead has been followed with very meager results. In nearly every case either owners refused to rent to the United States or locations were unsuitable, or the required space was not available. Among large areas considered were the second and third stories of the Municipal Ferry House, South Ferry, which was found too small (besides requiring elevators, plumbing, etc.), and the second floor of the Siegel-Cooper Building, Sixth Avenue, Eighteenth and Nineteenth Streets, lately used as an Army hospital, where there was an available area of 83,000 square feet and an asked rental of only $1.25 per square foot. However, this rate was based on a long lease, and on learning that occupancy proposed was for the United States the owner flatly refused to consider us as tenants, to the great disappointment of the agents concerned.

Respectfully,

ALFRED BROOKS FRY,
Captain, U. S. N. R., Supervising Chief Engineer.

NATIONAL ASSOCIATION BUILDING CORPORATION,
New York, March 11, 1920.

FEDERAL BOARD OF VOCATIONAL EDUCATION,
New York City.

Attention of Mr. William A. Clark.

SIRS: We are giving you below, as per your request, prices of the rentals of the various floors in the National Association Building:

Fifth floor: $4 to $4.50, one small space renting at $3. Approximately 6,200 square feet to be rented at an average of $3.80 per square foot.
Sixth floor: $4 to $5 per square foot, one small space renting at $3.
Seventh floor: $3.30 to $4.45 per square foot, one small space renting at $3.
Eighth floor: $4 to $5 per square foot, one small space renting at $3.
Ninth floor: $4 to $5 per square foot.
Tenth floor: $4.25 to $5 per square foot.
Eleventh floor: $4.25 to $5 per square foot, one small space to be leased at $6 per foot.
Twelfth floor: Entire floor leased at $4 per square foot to one tenant.
Fourteenth floor: $5 to $6 per square foot.
Fifteenth floor: $5 to $6.15 per square foot.
Sixteenth floor: $5 to $6.15 per square foot.
Seventeenth floor: $5 to $6.50 per square foot.
Eighteenth floor: To be rented at $6 per square foot.
Nineteenth floor. $4 per square foot—space to be leased at $6.50 per square foot.
Twentieth floor. To be leased in its entirety at $5 per square foot.
Twenty-first floor. To be used by the National Association Building Corporation.
Twenty-second floor. To be rented in its entirety at $5 per square foot.

Trusting the above information is what you require, we remain,

Yours, very truly,

NATIONAL ASSOCIATION BUILDING CORPORATION,
JAMES T. LEE, *President.*

Charge 10.—"We charge that William A. Clark, acting district vocational officer at New York, holds office without civil service rating and that Isaac F. Becker, a clerk under Clark, is ineligible."

The charge is answered by the telegram from the Civil Service Commission quoted by Mr. Littledale and which is here repeated.

"Clark and Becker, temporary with approval of the commission. Clark papers not yet rated. Becker found ineligible.

"MORRISON, *President.*"

In view of the fact that he failed to qualify under the rules of the Civil Service Commission, Mr. Becker has resigned effective March 15.

Salaries of temporary employees may be increased with the permission of the Civil Service Commission. Before any increase is allowed, consent of the commission is secured.

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FEDERAL BOARD FOR VOCATIONAL EDUCATION.

REPORT OF APPOINTMENT.

(To be forwarded in duplicate.)

To the chief clerk, through personnel officer:

The following appointment has been made in the Division of Rehabilitation, effective the 22d day of July, 1919: Name, William Anthony Clark; age, 51; title of position, placement officer; salary, $3,000; State from which appointed, New York; Harvard Club, 27 West Forty-fourth Street, New York City. Office to which assigned, New York District No. 2. Character of appointment (check one) (x):

1. Probational (from civil service register) ———
2. Temporary (subject to civil service examination), June 30, 1920.
3. Temporary (for "job" employment, without examination), date of expiration of appointment ———

There is attached hereto a biographical sketch showing the qualifications of the appointee for the position.

There is also attached a statement of the duties of the position.

Charge to V. R.

Fund No. 2.

Approved:

H. L. SMITH, *Chief of Division.*

Approved:

C. A. PROSSER, *Director.*

FEBRUARY 3, 1920.

From: Chief, Division of Rehabilitation.
To: Acting District Vocational Officer, District No. 2, New York City.

Personal.

DEAR SIR: 1. * * *

2. * * *

3. The first is in relation to the salary increase of Isaac F. Becker. I know you appreciate his work, but the suggestion has been made to me to-day that he has been turned down twice by the Civil Service Commission. If this is true, we, of course, should not have considered him at all for salary increase, inasmuch as we are refusing to make any salary adjustments until one has, at least, filed his papers.

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

FEBRUARY 14, 1920.

From: Chief, Division of Rehabilitation.
To: Acting district vocational officer, district No. 2, New York City.
Re: Salaries.

DEAR SIR: Replying to your letter of February 11, regarding the general question of salaries, I wrote you yesterday in regard to Mr. Becker. We certainly can not approve an increase for Becker or continue him at the increased rate if he has been rejected by the Civil Service Commission.

In regard to Adkins, I believe a $300 raise is about all we should expect for him at one time. If, on the other hand, he has qualified as training assistant, we may be able to put him at $2,000, which would be, as I understand it, a $500 increase. I understand that he is now carried as a clerk. The principle involved in the Adkins case is that he has changed from one position to another, for example, from clerk to training assistant. It is not an increase in the way of salary for the same work. If he retains his civil service status of clerk, a $200 or $300 increase is all that we believe justified. If he takes another position I believe we can give him $2,000.

Very truly, yours,

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

Charge 11.—"We charge that the board is lax in the payment of just bills."

The statement is made that the board was indebted to the Post Graduate Hospital in New York for a period of eight months. The facts are that the first delay in payment of Post Graduate Hospital bills was due to the inability of the board to get a contract

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signed with them and further that said contract was held up in the offices of the board on account of the seemingly high rates charged for tuition. The contract was finally signed on December 18, 1919, and bills have been paid.

The charge is made that the board owes Columbia University approximately $10,000. With reference to this obligation in the Evening Post of March 10, the following statement is made: "He (Chas. S. Danielson, the bursar) also stated that the board owes almost $10,000 for Federal board students who have enrolled during the present semester, but no bill for this amount has been submitted to the board as yet."

The accounts which have been submitted properly attested and properly vouchered are being paid. As of April 10, practically all accounts which have been submitted to this office have been settled.

Charge 12.—"We charge that the following employees of the board drew two salaries from the Treasury:

"Charles A. Prosser, director	$10,000
"Charles H. Winslow, chief division of research	5,000
"C. E. Alden, chief clerk	2,780
"E. J. Aronoff, secretary	2,500
"H. F. Dolan, disbursing officer	2,500"

When the board was charged with the work of rehabilitation it had an organization which comprised the above-named men. They served both divisions of the board. The Comptroller of the Treasury was asked for a ruling concerning the payment of their salaries. See Volume XXV, Comptroller Decision, page 76. These men did not draw two salaries, but were paid partly out of each of the two funds, as their work belonged partly in each of the two divisions.

It is stated that Mr. E. J. Aronoff drew a third salary from the Elk's War Relief Commission. If Mr. Aronoff draws such a salary, it is as an individual custodian of a fund which never passes out of the hands of the Elks War Relief Commission except when it is delivered to a man entering training. The board has authority, specifically granted by section 5 of the rehabilitation act, to cooperate with any agency, public or private.

Charge 13.—"We charge that training is often a pretense"

To sustain this charge Mr. Littledale alleges:

"Men without even high-school education are sent to colleges where they do not understand the lectures. They are left to absorb anything, if they can."

"In trades, training is often no more than a pretense. The board gives a course of six months in linotype operating. The union requirement is four years. * * * In this matter of training I should like to mention that there is a man with 100 per cent heart trouble who is the wireless operator on a ship at sea. He is the only operator on that ship. The lives of all are in his hands. He has 100 per cent heart trouble."

In connection with the training of disabled men the attention of the committee is directed to the fact that the board is dealing with men and not with boys, ranging in education from illiterate to college graduates. Obviously it was necessary to arrange for the education of some of these men in special classes and to direct attention specifically to those subjects required in the vocation for which they were being trained.

Early the board determined to utilize existing educational institutions to full capacity in providing training facilities and resources for the benefit of disabled men under its supervision. That this was a sound and wise policy can not be questioned. To have established a complete system of separate schools throughout the country would have involved large expenditures, and would have retarded the work. Existing institutions have been requested to attempt all kinds of special arrangements to which they were unaccustomed, which constituted a burden, owing to the increased enrollment of regular students for the year 1919–20, but what would have been the situation if the board, instead of building on what existed, attempted to create an educational plant to accommodate thousands of men? To obtain places where effective training can be given and to establish satisfactory working arrangements is a task of great magnitude. To the credit of most educational institutions it should be said they have, for the most part, responded nobly and have felt the quickening influence that always comes in attempting to solve new problems under new conditions. It can be said without reservation that suitable training opportunities up to date can be provided for every man who has been awarded training, provided he will go where the training opportunity exists, but large numbers of men can not be trained near their homes and refuse training elsewhere. The training facilities there are inadequate, and in many instances employment facilities do not exist in the line which the man has requested that he be employed. This necessitates transfer of men from one point to another, and causes a loss of time which has never been taken into account by the public as a reasonable source of delay for putting men in training.

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It has been the constant task of the Rehabilitation Division not only to educate its own staff, but to educate the staffs of educational institutions to the idea that the work is predicated on the principle of fitting a man to take a position as a wage earner, to set standards and suggest training courses, to assist institutions in enlarging their facilities, by providing the additional machinery, equipment and supplies, these have been a necessary part of the board's work in order that disabled men might be prepared for gainful employment after they have completed a training course. In passing, it can be said in all fairness that hundreds of men have discontinued their courses because they have found before their completion their occupational niche, and have preferred to go to work at an attractive salary or wage rather than complete the course which the board had prescribed and to which the man had agreed.

"The board gives a six months' course in linotype operating" is cited as evidence that "Trade training is often no more than a pretense."

Trade training is finished in all cases "on the job" directly in the operations which the man is to perform as a worker, and he thus demonstrates his ability to meet the requirements on the job before his training is completed and before training pay is discontinued. There is no grounds, therefore, for the charge that for trades the training given by the board is either too short or otherwise insufficient to prepare the man for the job.

Only one man has thus far completed training in linotype operation. This man had been a printer for 15 years previous to entering the service, and while he was approved for a longer course he was able at the end of two months training to engage as a linotype operator with the Atlanta Printing Co., of Atlanta, Ga., which position he has held since December 31, on which date he completed training.

Two men have completed training as monotype operators. Both of these men were printers; one for a period of two and one-half years and the other for three years prior to entering the service. Both of these men are now suitably employed as a result of their training.

A total of 118 men have entered training as monotype and linotype operators. Irrespective of what initial course is taken by these men, thorough training merging into employment will be provided in each case.

As to the statement there is a man with 100 per cent heart trouble who is a wireless operator on a ship at sea, it is noted that the board is not charged with any connection in the matter. The board has not wittingly handled such a case. From the circumstances cited, no case handled by the board can be identified.

Charge 14.—"We charge that 10 per cent of the men who begin training discontinue training."

For proof attention is directed to hearing on the second deficiency appropriation bill held on January 17, 1920, wherein Mr. Lamkin states that approximately 10 per cent of the men entering training discontinue.

The answer is that the statement is approximately correct. Forty-five per cent of these dicontinuances are due to recurrences of the man's disabilities and other illnesses. The remainder of the discontinuances are due to various causes, such as misconduct, disinterest, and to accept other employment. Twenty-five per cent of those who discontinue reenter training.

Charges 15, 16, and 17.—"We charge that 30 per cent of the men approved for training throw up their chances of training." "We charge that more than 13,000 disabled soldiers approved for training were not in training on January 17 last." "We charge that in district No. 2, the New York, New Jersey, and Connecticut district, for every man in training there is another approved but not in training."

It is not necessary to dispute these figures. We point out that the board was free to act in placing men in training without an award of compensation from the Bureau of War Risk Insurance only after July 11. At the end of June, 1919, only 3,606 men were in training. The following numbers of men were put in training since:

1919.

Entered training, July 1 to 31	1,548
Entered training, Aug. 1 to 31	2,617
Entered training, Sept. 1 to 30	2,865
Entered training, Oct. 1 to 31	6,195
Entered training, Nov. 1 to 30	4,517
Entered training, Dec. 1 to 31	2,538

1920.

Entered training, Jan. 1 to 28	3,461
Entered training, Jan. 29 to Feb. 28	2,648
Entered training, Feb. 28 to Mar. 12	2,368
Total	28,757

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The other activities of the board during these months are described elsewhere.

The board is prepared to admit that at no time has over 73 per cent of the men approved for training actually entered training. The inference that this constitutes failure on the part of the board is false. The eligibility squad, referred to elsewhere, approved for training 12,782 cases. All of these men were at once notified and instructed to report for training. The analysis of approximately 5,350 of these cases 45 days after the eligibility audit was completed shows the following results:

	Per cent.
Now in training	28
Accepted training but deferred until a later date	4
Definitely declined to accept training	6
Training postponed on account of temporary illness	6
Awaiting acceptance from man	56

Refusing, deferring, or postponing training does not deny to a man the right to accept at a later date, and their cases are followed up through correspondence, through the Red Cross, the American Legion posts, the Veterans of Foreign Wars, and other agencies, as it is undisputed that many who have been awarded training will avail themselves of it when their physical condition will permit, or when existing conditions change. This burden of follow-up work entails an enormous correspondence and field work, but yet is absolutely essential in order that the board may discharge the duties imposed upon it by Congress.

Mr. Littledale also charges that very few men have completed training and that only 43 have been trained and placed in district No. 2 (New York, New Jersey, and Connecticut).

This statement is approximately correct and tends to disprove the charge made elsewhere by Mr. Littledale that courses are too short. A total of 232 have completed training up to this date. There are more than 5,000 men, however, now finishing their training on the job where they will adjust themselves to employment requirements before being classed as completed.

Charge 18.—It is charged that the eligibility squad threw out cases wholesale.

It is charged that the eligibility squad throw out cases in a wholesale manner, and that by throwing out cases they reduced a total registration of 209,000 to 129,912. The official results of the eligibility audit, which were not available at the time figures were given to Mr. Littledale, show that the total registration was reduced from 238,623 to 135,643. This number, 135,643, added to 48,000 found ineligible, makes the total of approximately 185,000 registration referred to elsewhere.

The cases which Mr. Littledale charged were "thrown out" were actually handled as follows:

(*a*) Fifty-three thousand and fifty-one of these cases had been transferred to another district. The district receiving the cases was in a position to handle the men and the original district had dropped the case.

It is hard to see how any injustice can be done to a disabled man by dropping his case in one district when his case is receiving attention in another district. It would not be economy for the Government to have two or three offices in communication with the same man concerning the same matter.

(*b*) One thousand five hundred and seventy-five cases had been opened in the district office in error. A large proportion of these were dulpicate cases which had been consolidated into one case file.

No injustice can be done a disabled man by combining all the papers in his case into one folder.

(*c*) The eligibility squad closed 35,431 cases and 12,923 cases had previously been closed by central office, a total of 48,534 cases. The cases closed by the eligibility squad were closed for the following reasons:

The man had died.

The man had reenlisted in the service.

The man had not been discharged from the Army, but had been placed on the retired list, and was therefore not eligible for training.

The man stated that he did not desire training.

The man requested that his case be closed and that no more letters be written him.

The man was apparently not interested in training, as evidenced by his failure to reply to several letters.

The man could not be located. Inquiry at the office of the Adjutant General at Washington, the Bureau of War Risk Insurance, the local Red Cross, the American Legion, and other agencies had failed to discover his present address.

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The man was carrying on successfully in employment and was not in need of training.
The man had no disability and claimed no disability.
The man's disability was a negligible handicap.
The man's disability was a minor handicap and he had stated that he was not interested in section 3 training. The disability existed prior to enlistment and was not aggravated by service and he was therefore not eligible for training under the act.
The man was in the Army only a few days, having been discharged from draft.
The information in the man's folder was so meager that contact with the man could not be made on the basis of this information.
The man had left the country.
The man had not been discharged under honorable conditions.
A case once closed may be reopened at any time.

In stating that cases were thrown out in a wholesale manner, Mr. Littledale apparently wishes to imply that injustice has been done to disabled men. It is apparent that no injustice could be done by dropping a case which has been transferred to another district or by combining all papers in one folder and all cases that were closed were closed for one or more reasons which were entirely sufficient.

Under this heading, "it is charged that the eligibility squad, which was composed of laymen, reduced the load of the board by changing the medical classification of a major case entitled to training pay to a 'negligible handicap' classification in which training pay was denied."

In proof of this extravagant statement, Mr. Littledale cites the following case:

"Case 670. The man has fallen arches. The medical decision is that the disability was aggravated in the service. Three doctors classify him as a major case. The eligibility squad overrules that classification. The squad gives him a negligible handicap and refuses him training pay."

At the time this case was reviewed by the eligibility squad, the folder contained two medical examinations—one by Dr. Tracy, of the New York office, and one by the Army medical officer, who examined the man at the time of his discharge. Dr. Tracy's examination stated that the disability was a major disability and constituted a major permanent handicap which was aggravated by service. The Army medical examiner stated that the disability was third degree flat feet, which was not aggravated by service.

On account of the conflicting medical reports, the central office case board representative had to choose between two suppositions The man's enlisment record showed that he was discharged from draft after being in camp only six weeks during the fall of 1917, and that he was never accepted for enlistment in the Army. Both medical opinions show that the disability undoubtedly existed prior to enlistment. The man carried on successfully before entering the Army in spite of his disability, which consisted of flat feet, and the record showed that for two years since being rejected from the draft he had been employed as a car painter and stenciler. In view of the undeniable evidence that the disability existed prior to enlistment, and in view of the fact that the man had successfully carried on for two years following his brief stay at a military camp, the central office case board representative ruled that the man was not eligible for training under the conditions of section 2 of the vocational rehabilitation act.

The handicap rating was not changed from major to negligible and the man denied training on the grounds that his disability was aggravated by service.

Mr. Littledale also cites the case 13192.

"Case 13192. The man's occupation is a clerk. He was wounded and is suffering from epilepsy. Medical opinion classifies him as a major case. The eligibility squad overrules that. The squad calls him a minor case and refused him training with pay."

The facts in this case show that at the time this case was rated by a member of the eligibility squad there was no evidence in the man's folder that he was suffering from epilepsy, and the file contained no rating by any member of the district medical staff. The folder contained an old medical examination stating that the man's disability was a slight limitation of the movement of his right arm. Inasmuch as the man prior to enlistment was employed as a clerk, it was not considered that he was suffering from a major occupational handicap and it was ruled that he was not eligible for section 2 training.

Mr. Littledale cites the following case:

"Case 27675. The man is suffering from dementia precox; medical opinion classifies him as a major case. The eligibility squad overrules that, calls him a minor case, and refuses him training with pay."

The facts in this case showed that no ruling was made by the eligibility squad, the decision having previously been made by central office. The official report from the Navy Department shows that the man was not discharged, but was placed on the

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inactive list on account of flat feet. The man was placed on the inactive list in December, 1918. An examination made 11 months later at the office of the Federal board showed that the man was suffering from hebephrenic dementia precox. There was some doubt as to the feasibility of training, even if the disability were aggravated by service, and there is no evidence to show that this mental disability was related in any way to military service. Inasmuch as this case presented many difficulties, it was forwarded to the central office in Washington for a ruling, and section 2 training was disapproved by central office because it was considered that the man's disability was not due to service and that the man was therefore ineligible under the conditions of the law. This ruling was made by the central office in Washington and not by a member of the eligibility squad, as stated in the Evening Post.

The figures given to Mr. Littledale were furnished by the board. They are given below, together with an analysis showing the manner in which the cases were "thrown out."

	Reduced from.	To.	Transferred to another D. V. C.	Duplicate or canceled.	Ineligible on evidence available.
District—					
No. 1, Boston	10,508	7,255	1,671	38	1,604
No. 2, New York	31,191	16,041	9,714	395	5,041
No. 3, Philadelphia	15,573	9,871	1,367	163	4,172
No. 4, Baltimore	18,356	6,384	9,150	112	2,710
No. 5, Atlanta	24,497	12,136	7,819	37	4,505
No. 6, New Orleans	10,104	5,806	803	193	3,302
No. 7, Cincinnati	21,505	13,690	3,481	27	4,317
No. 8, Chicago	30,400	20,348	4,338	52	5,772
No. 9, St. Louis	19,375	11,654	4,767	21	2,933
No. 10, Minneapolis	12,328	7,951	849	28	3,500
No. 12, San Francisco	9,207	5,590	1,653	4	1,959
No. 13, Seattle	5,955	4,388	371	.....	1,197

Charge 19.—"We charge that the eligibility squad marked all mental cases as insane."

Mr. Littledale states: "All mental cases were labeled 'Tickle 90 days.' That meant nothing was to be done for three months. But often the man had incipient tuberculosis as well. Lack of immediate attention aggravates the disease. For proof we offer the files of the New York office."

It is apparent that Mr. Littledale has misinterpreted the action of the eligibility squad in marking cases "M-90" and "TB-90." This rating, according to his interpretation, means that the district office was instructed to tickle the case at 90-day intervals, or bring the case forward every 90 days without taking action. No such instructions were given.

The following quotation from a letter sent to the district vocational officer of district No. 1, Boston, Mass., on December 11, 1919, shows clearly the meaning of these classifications and the instructions which were given:

"The eligibility squad, while working in the Boston Office, found a great many cases apparently suffering from active tuberculosis and a great many mental cases where the evidence in the file indicated that training at the present time was not feasible. The method of handling these cases has been discussed in the office and the following is recommended.

"It is the opinion of this office that the case folder of each man discharged from the Army with tuberculosis should show an examination made by an expert on tuberculosis and that the policy in regard to each individual case should be based on the result of that examination. For instance, if the examination shows that the man is an advanced active case and there is no possibility of arrest in the period of six months, that case should be tickled for six months. If, on the other hand, a man has practically recovered, his case should be tickled for one month. In every case, while the man is in the hospital, an effort should be made to obtain a certified copy of his discharge and proof of the relation of his disability to the military service in order that his case may be complete and final action taken as soon as the disease is apparently arrested. Instructions No. 20 governs in dealing with all tuberculous cases. It is suggested that you immediately take steps to procure the necessary specialist's report on all cases in your files.

"In dealing with mental cases, a very similar policy should govern. It is, of course, impossible to reach any decision on a mental case unless a psychiatric examination is in the file. On the basis of this examination it should be possible to tell at the

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present time whether or not the man is in need of training to overcome the handicap of his disability. If the man is not in need of training, the case should be stopped right then and there and no further action taken. If, however, a man is in need of training and training at the present time is not feasible, the case should be tickled ahead until such time as training probably will be feasible. The length of the tickle must be dictated again by the psychiatric examination.

"The cases in your files which the eligibility squad marked as 'Sick 90' should be tickled for the date of probable recovery as shown by the complete medical examination.

"A few cases in your files were labeled 'd 90' meaning 'not yet discharged.' A letter should be obtained from these men stating the probable date of their discharge and the case tickled ahead for that date. In the meantime, every effort should be used to complete this case prior to the man's discharge so that he may enter training the day he is discharged if he so desires."

From this letter it is apparent that the proper instructions as to the method of handling these cases were sent to the district vocational offices, and that Mr. Littledale's assumption as to the manner in which these cases were handled is intentionally misleading.

In proof of the extravagant statement quoted above, Mr. Littledale cites in the New York Evening Post of February 19 case 10520, which, according to his statement of that date, the eligibility squad classified as a mental case, although the man was suffering from tuberculosis. Case 10520 in the New York office is the case of a man whose disability is trench feet. Mr. Littledale further cites case 3047:

"Case 3047. The man's discharge paper says he is suffering from epilepsy. That no doubt is true. The eligibility squad marks him 'mental tickle 90 days.' That man was wounded and gassed. He has bronchitis. He needs treatment but the eligibility squad has hidden his case in the office files for three months."

The facts in this case are as follows: The official discharge records received from The Adjutant General of the Army showed that the man's disability was epilepsy which existed prior to enlistment. The records of The Adjutant General fail to show that the man was wounded in action. The man was discharged in October, 1918, at Plattsburg Barracks.

The examination made at that time failed to show that he was wounded and gassed and had bronchitis. The examination made at Plattsburg Barracks showed that the man was suffering from epilepsy which existed prior to enlistment. The man was again examined on June 27 by a physician employed by the Federal board. At that time, the diagnosis of epilepsy was substantiated and no evidence was discovered of any further disability. The man was again examined by the United States Public Health Service on December 17, and at this time the examination showed that he was suffering from chronic bronchitis. This examination, however, was made over a year after discharge from the service, and it is not certain that the bronchitis was due to service. Three examinations, one by the Army, one by the Federal board, and one by the United States Public Health Service failed to show that the man was wounded and gassed, as stated in the Evening Post.

In acting on this case the eligibility squad ruled that an examination by an expert psychiatrist was to be obtained, and that no action could be taken on the case until this examination was in the folder. It would obviously be impossible to arrange any course of training until the man's mental condition was known, inasmuch as the condition of epilepsy renders a man liable to industrial hazards. The man wishes to be trained as an electrician, which would be very hazardous in the light of his disability.

Charge 20.—"We charge that after 19 months nearly 80,000 disabled men (75 per cent of the total eligible for training) were waiting for the board to act."

In proof of this statement Mr. Littledale offers, in the first place, the figures of the board and, in the second place, a letter from the Chief of Division of Rehabilitation. Mr. Littledale takes the statement of the board that there were 129,912 live cases left on completion of the eligibility audit. To this number he adds 20,000 men as the number still in hospitals. The sum of these two figures is 149,912. This addition is correct and is the only item which is correct in Mr. Littledale's entire argument. After arriving at these figures, Mr. Littledale assumes that 110,000 of this group will be eligible for training. The problem of estimating the number of men who will be eligible for training which has been thus readily solved by Mr. Littledale has given experts who are familiar with the problem a great deal of difficulty. Mr. Littledale assumes that over 70 per cent of the men now in hospitals will be eligible for training. The present hospital population includes cases of influenza and other cases of acute diseases from which the men will quickly recover. It is probable that less than one-third of the men in the Army hospitals on any given date will be discharged for disability. It is also probable that not more than one-fourth of the men so discharged for disability will be eligible for training.

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The number of men now in hospitals who will be eligible for training on discharge is probably not 20,000 as Mr. Littledale assumes. None of these men can be given training until they are discharged from the service. Mr. Littledale disregards entirely certain figures given him by the board. The figures show 19,431 men who had been rated ineligible for section 2 training and rated as eligible for section 3 training ouly. This 19,431 he includes in the 80,000 men still waiting training. These figures were given to Mr. Littledale by the board and the fact that he ignored this large group is typical of his ingenuity in misinterpreting and misconstruing facts.

It is apparent to any person who has studied the problem that all of the men who are eligible for training will not take training. Many of the men are satisfactorily employed and others to whose advantage it would be to take training can not be persuaded to take advantage of the opportunities given. On the basis of its previous experience the board estimates that not more than 55,000 men will take advantage of section 2 training. In considering this figure (55,000) it should be remembered that over 30,000 men have already entered training and that 25,000 others have been notified that they are approved or eligible for training. The statement that 75 per cent of the total number of men eligible for training are waiting for the board to act is, therefore, entirely without foundation.

As proof of his assertion that 75 per cent of the men eligible for training are waiting for the board to act, Mr. Littledale quotes a paragraph from a letter sent to all district vocational officers on February 10. This paragraph contained the statement that between 40 per cent and 50 per cent of the active cases in the district office were still unsettled. The term "unsettled" is apparently used by Mr. Littledale as synonymous with eligible, for he assumes that all of this group, plus 20,000 others still in hospitals, are unconditionally eligible for section 2 training. The facts in the case are that the board, in order to meet the task imposed upon it by Congress, has concentrated its efforts on the cases of the severely disabled men, and has first provided for the men whose disabilities constitute obvious major vocational handicaps. The cases of minor disability were allowed to wait until the more seriously disabled men had been cared for. The pending group which the chief of division mentions is composed almost entirely of border lines cases and cases in which there is considerable doubt concerning their eligibility for section 2 training. If these men had been eligible for training, their training would have been approved by the eligibility squad which was sent out for the purpose of clearing these cases. Over 12,000 cases were thus approved, and Mr. Littledale's assumption that the balance of the cases are entitled to training is obviously absurd. The reverse of this is true. This group consists almost entirely of minor disabilities, but the board has not informed the men that they are not eligible for section 2 training, as it desires to give these cases of minor disability the benefit of the doubt. A great many of these men have been medically examined and have been found to be without an occupational handicap. However, the board is unwilling to declare any man ineligible until after consideration of all the evidence which it may obtain.

Charge 21.—"We charge that there is no follow-up."

Mr. Littledale states: "The fact is that to follow up a man taking a commercial course, in Buffalo, for instance, an employee would have to be sent to Buffalo from the office in New York. As the district comprises three large States, follow-up is impracticable when that sort of thing has to be done."

This statement is false. The board has a branch office in Buffalo. Men can be and are followed up from that point as well as by agents who are specialists from New York City.

The principal function of the Buffalo office is to follow up men in training. There are other branch offices in the State of New York at Syracuse, Rochester, Albany, Watertown, Troy, and Utica. Other branch offices in district No. 2 are located at Newark, N. J.; Camden, N. J.; New Haven, Conn.; and Hartford, Conn. In addition to the 14 district offices, the board has 72 branch offices throughout the country established for the purpose of inducting men unto training and supervising them during the period of training without the travel and delay that would be necessary if such work were attempted from the district offices.

The principal work of these offices is like the one in Buffalo—to induct men into training and follow them up during training and locating them in employment. It is therefore not necessary to send men out from the New York district office to follow up cases in training as is charged. Follow-up ranges in frequency from daily contacts, in some cases, to regular bimonthly contacts in other cases. In district offices and branch office cities where approximately 80 per cent of the men in placement training are located, daily contact by phone is possible, in addition to the regular personal contacts. In making the necessary arrangements for training men on the job and

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inducting them into such training, it is necessary to make separate arrangements with the establishment in each case and this brings the officers of the board who handle this work into frequent contact with the men already in training.

That the board has a complete and adequate follow-up can not be maintained. The board has not the personnel, and is not likely to have a personnel large enough to give instant attention to every request made by men in training. The greatest task of the advisement and training sections of district offices, up to the present time, has been putting men into training, but this is by no means an admission that the follow-up and supervision has been neglected. Men in institutional training are followed up by the training assistants and training officers under the supervision of the supervisor of training in each district. These agents visit the institutions in which men are in training to ascertain whether or not they are succeeding in gaining knowledge and skill which will enable them to take positions as self-supporting citizens.

Every institution makes a monthly report to the district office of the progress of trainees in the institutions. These reports are kept on file in the district office and are carefully reviewed by a training assistant, whose duty it is to see that each institution is reporting properly regarding the men and that each man who shows negligence or who requires further advisement regarding his training receives proper attention.

The district offices have been advised that the first duty this year was to get men into training, so that they would be securing benefits to which they are justly entitled under the act, but the next great task was to develop plans for continuous follow up of the men and the institutions where the men are in training.

Individually students are given every opportunity to confer with the Federal board representatives on their visits to the institutions and to get from them whatever information they require, as well as frequent consultations with coordinators and counselors. In addition, through a cooperative arrangement with the Public Health Service, an officer is stationed at many institutions for such assistance as they may require. This is for the purpose of avoiding undue delay in correspondence and of giving the men more direct and immediate attention.

In the main this description applies to all district offices. There are differences in detail, made necessary by the size of the district, the ease of travel, the types of training being given, but it is the policy of the board to have in institutions remote from the district offices a permanent agent, known as a coordinator, if the number of students exceeds 100, and in the institution serving a smaller number a member of the faculty is appointed "counselor" to render special service and give advice, counsel, and help to the men in training on any matters affecting their welfare. If the institutions are in or near the district-office cities, it has directed that they shall be visited, inspected, and the work of the men supervised at least once a month by a qualified training assistant stationed at the district office. Such a man performs the duties assigned to a coordinator in the more remote places.

Should any further information be desired by the committee, additional information obtained from the original sources as to reports obtained and used will be submitted.

Charge No. 22.—"We charge that these disabled, ailing men are begrudged sick leave."

In support of this charge Mr. Littledale refers to paragraph No. 4 of a letter dated January 23, 1920. Paragraph No. 4 is as follows:

"So many extensions of the sick leave beyond the 30-day period are being made by the district offices, and so many requests for extensions are coming forward to central office that it will be necessary to rescind the authority granted in Instructions Nos. 37 and 150, revised, unless the district offices greatly reduce the number of extensions recommended and granted."

He did not quote paragraph No. 5 or No. 6, which are as follows:

"If a man is discontinued from a training status because of illness, central office will notify the bureau promptly in order that the man may receive compensation from the bureau in lieu of training pay from the board during the period of such illness, providing the man is entitled to compensation.

"Since the passage of Public, No. 104, Sixty-sixth Congress (Sweet bill), there is no difference in amount between training pay by the board and compensation by the bureau in the cases of men without dependents."

No sick leave was or is begrudged to any man in training, but hospital treatment is furnished by the Bureau of War Risk Insurance or the Public Health Service. If a man is under the care of the Public Health Service or the bureau for a period longer than 30 days, he is transferred from the pay roll of the Federal board to the pay roll of the Bureau of War Risk Insurance. This is no neglect of the disabled men.

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Charge No. 23.—"We charge that the board has failed to see the human problem involved in this work."

In support of the above charge, it is stated that the men have been approached with mimeographed letters having stamped signatures whereas personal contact is necessary.

The board has always emphasized the necessity of personal contact with the men, but where it has not been possible to reach the men by personal contact, follow-up letters have been sent. The board admits that individual letters, personally signed, are preferable, but again the saving of typing makes necessary the preparation of form letters. The form letters sent to Joseph Furphy has been submitted by Mr. Littledale. We ask that it be read again by the committee. In reading it should be remembered that Mr. Furphy was discharged from the Army with "no disability" on his discharge.

Instruction No. 90, paragraph No. 7, is quoted. The entire paragraph, however, is not given. It reads as follows: "The idea back of the program outlined in these instructions is that of giving service to the disabled men. If a man calls at a district office he should go out with a definite decision in regard to his case. Central office case board representatives are directed, however, not to interview disabled men. They are to pass on the actual evidence which is in the man's folder." It must be remembered that central office case board representatives are charged with the duty of seeing that the legal evidence necessary for the expenditure of Government money is in the man's folder. There are in every district office several persons who interview disabled men and who secure all the evidence necessary. If the central office case board representatives interview men, they can not do the work they are sent out to do, namely, see that the legal evidence is in the man's folder. It is not a system of paper work. It is a check on the filing of absolutely necessary evidence before Government money can be expended.

The same instructions, paragraph No. 6 states that the central office representative may pass on the same case any number of times. He may change the eligibility rating, providing he never changes a rating from eligible to noneligible, except where the eligibility rating is clearly an error and where the man has not been notified that he was eligible for training.

Charge No. 24.—"We charge that these men have been reduced to penury because of the board's delays."

For proof, Mr. Littledale points to the Elks' fund and quotes a letter of February 2d as follows:

"The Elks' fund, as you have been advised heretofore, is to be used in making loans in the nature of advancements to cover the monthly allowances due to the men in training but not received. On account of the great demand on this fund it was deemed advisable to supplement it, and this accomplished by the Red Cross funds W-Z-36."

There is nothing in the laws of the United States that permits the Federal Board for Vocational Education to make advance payments to men. As stated before, it was not physically possible for every man to have been interviewed and his eligibility for compensation or training determined at the time of discharge from the service. No provision was made by Congress for the carrying of men on the pay rolls of either the Army or Navy until such eligibility for compensation or training was determined.

In order to relieve the situation as far as possible, the Federal Board for Vocational Education determined to pay its beneficiaries twice a month. In other words, it is the only Government agency which has paid or is paying its beneficiaries more than once a month. The checks go out regularly to men in training, prior to the fifteenth and last of every month, and figures are submitted in a statement handed to the committee showing that the average length of time which elapses from the date a man enters training until his check leaves central office is 24 days, and in no case was the average length of time longer than 30 days.

To provide for the men during these 20 to 30 days, the Benevolent and Protective Order of Elks and the Red Cross have each generously provided a loan fund which is not given to the board, but which passes from the organization direct to the man himself. So far, the Red Cross fund has not been used.

The motive in attacking the Elks' fund and the Red Cross fund is not understood.

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Average number of days from the date of entry into training to the date check is forwarded to the trainee.

	Average number of days.
1. Boston	28.9
2. New York	26.3
3. Philadelphia	25.9
4. Baltimore	18.9
5. Atlanta	19.6
6. New Orleans	21.4
7. Cincinnati	22.0
8. Chicago	27.3
9. St. Louis	28.1
10. Minneapolis	24.0
11. Denver	20.6
12. San Francisco	26.5
13. Seattle	23.4
14. Dallas	23.8

The statement is made that the men find Government checks little more than scraps of paper. If this is true it is a charge against the Government of the United States, and against the banks who refuse to cash Government checks, and not against the Federal Board for Vocational Education.

The Federal Board for Vocational Education has no cash account to be used for the cashing of checks of men.

FINANCING MEN DURING THE FIRST MONTH OF TRAINING.

Owing to the fact that the statutes of the United States absolutely prohibit the use of appropriations made by the Government for advancement unless authorized by Congress, the financing of disabled men during the first month of training presented one of the most serious problems that confronted the board. Section 7 of the vocational rehabilitation act authorized the board to receive such gifts and donations from either public or private sources as may be offered unconditionally, and it was believed that possibly this fund could be utilized in making advancements to disabled men to be used for their maintenance and support prior to the receipt of the maintenance allowance due them under the act. The statute authorizing the gift fund, however, limits its use "to defraying the expenses of providing and maintaining courses of vocational training," and consequently the question was submitted to the comptroller as to whether or not it could be used in making advance payments. As the decision of the comptroller was adverse and the problem of getting money in the hands of the disabled men became more and more pressing, it was necessary that some method should be devised to meet the situation in needy cases as a means to maintaining courses. The men in a large measure were without funds. A complete clothing outfit was necessary in practically every case before training could be commenced and unless some provision could be made under which the board could furnish these necessary articles and secure for the men a fund from which advances could be made great hardships would ensue and the program of rehabilitation seriously retarded.

Acting under the authority granted by section 5 of the act in which the board is authorized in its discretion "to cooperate with such public or private agencies as it may deem advisable in performing the duties imposed upon it" the board interested various private organizations in its work, and arranged with the American Red Cross, the Rotary Clubs of America, and the Benevolent and Protective Order of Elks, to make the necessary advancements direct to the men. Under the terms of the arrangement with the Elks the order agreed to set aside the sum of $25,000, afterwards increased to $200,000, to be used as a revolving fund in making loans to disabled men entering training, in order that they might be saved from privation and be assured of their training by the Federal Board. As custodian of this fund, it designated Dr. C. A. Prosser, director of the board, and later, after Dr. Prosser's resignation, Mr. E. J. Aronoff. The fund was deposited in the National Bank of Washington to the credit of the Elk's War Relief Commission for disabled soldiers and the district vocational officers of the board, as individuals, were authorized by the Elks to draw on this fund by means of sight drafts and to loan the money received to disabled men, obtaining therefrom a properly signed receipt and a promise to repay in installments upon receipt of the maintenance and support allowance due. All repayments of loans are made direct by the disabled men to the Elk's War Relief Commission, and as a matter of fact the only time that the money is out of its possession is during the

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period when loaned to the disabled men. At the time that this cooperative arrangement was negotiated, in order to reduce as far as possible the period to be financed by these loans, the board directed that the maintenance and support allowances due the trainee should be paid semimonthly instead of monthly; the added work occasioned thereby being deemed justifiable under the circumstances. At the present time a somewhat similar cooperative arrangement has been made with the American Red Cross, although it has not, up to the present time, been necessary to use any money from this source. The board therefore has through these cooperative arrangements made available to the men $275,000, which may be drawn upon during the first few weeks of training.

These cooperative arrangements have been referred to as in direct violation of the law and contrary to its spirit, whereas as a matter of fact these agreements are based upon specific authority granted by Congress to the Federal Board.

Charge 25.—"We charge that the board has adopted an attitude of hostility toward the disabled soldier."

In support of this charge alleged conversations with several employees are cited.

The reporting of isolated conversations by employees is no evidence of the attitude of the board or of its responsible agents. That attitude is fully shown in miscellaneous 150, and in letters of instruction and information sent out, as well as by repeated statements made by members of the board to individuals and to groups of its employees. As expressed by Secretary Redfield, the attitude has always been "pro-boy" and as repeatedly stated by Mr. Munroe, the agents of the board are to carry out the law but always "with a leaning to the side of mercy toward the disabled soldier."

Charge 26.—"We charge that the board exploited the disabled men in politics."

In support of this statement Mr. Littledale says that the board wrote a letter to mayors of American cities. A copy of a letter sent to mayors of American cities and also a copy of a letter sent to editors of newspapers is hereby submitted.

"C. L. 533, OCTOBER —, 1919.

TIPS TO EDITORS—CONFIDENTIAL.

What is the mayor of your town doing to help the returned wounded or disabled soldier, sailor, or marine? Kindly suggest to him that "The mayor is known to have the interest of our wounded heroes at heart." If the mayor is a good politician he will eagerly grab such a chance for popularity and votes by giving a feature story.

The Federal Board for Vocational Education is trying to get in touch with every returned soldier who suffered a disability handicap which will require vocational reeducation to overcome it. Your paper has influence. Won't you use that influence in this great cause?

Sincerely, yours,

FEDERAL BOARD FOR VOCATIONAL EDUCATION.

C. L. 522, OCTOBER —, 1919.

The honorable MAYOR,
Municipal Building.

DEAR SIR: The Federal Board for Vocational Education wishes to come in contact with every veteran of the Great War who suffered a disability resulting in a handicap which will require vocational reeducation to overcome it.

The mayor can reach such cases in his community without much trouble. The newspaper boys are always asking the mayor for news. The fact that the mayor knows the method of reaching the Federal Board for Vocational Education and the further fact that the mayor is interested to the extent of giving some of his personal time, makes a corking good story. The local paper is glad to print such news. The public is gratified to know that the mayor is taking such interest in his community.

Will you cooperate with the board to see that every veteran who is entitled to vocational rehabilitation under the law, is given a clear understanding of the opportunity presented?

Sincerely, yours,

FEDERAL BOARD FOR VOCATIONAL EDUCATION.

Charge 27.—"Finally, we charge that the following is part of a circular written in central office of this board."

Mr. Littledale states, referring to this circular, "I saw it—I copied it."

He should be required to state where he saw it, whether or not it was signed, and if so, by whom it was signed. The board had no knowledge of any such document until the statement concerning it made by the New York Evening Post, and the inquiry which it immediately instituted was satisfactorily answered by communications from

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Mr. Lamkin, Chief of the Division of Rehabilitation, and Mr. C. C. Brigham, explaining that such circular was never issued as an order or instruction of the board or of its responsible agents.

TRAINING IN UNIVERSITY OF LOUISIANA.

Much has been made over the fact that a number of men have been placed in training at the University of Louisiana who, because of lack of previous education, did not fit into the institution. In the Evening Post of February 19, 1920, a letter was quoted commenting on the fact that these men were not well prepared by previous education to enter the unviversity, but stating that the university authorities had agreed to make suitable arrangements for them.

A list of the men in training at the University of Louisiana, together with a statement concerning their previous occupation, education, age, and disability, is herewith submitted. It will be noted that there are but 35 men in training in that institution.

Men in training at University of Louisiana.

Name.	R-No.	Course, length of course, previous occupation, age, disability, education.
Adams, John L.	6-38672	Agriculture; 1 year; farmer; 24 years; bronchitis-conjunctivitis; twelfth grade.
Austin, Jones Henry	6-73654	Agriculture; 1 year; farmer; 20 years; fractured femur and shortness of left leg; seventh grade.
Bacon, Albert C.	6-79438	Real estate; 1 year; deed account collector; 24 years; gunshot wound right leg, gassed; 4 years; high school.
Bihm, Norrel M.	6-63249	Agriculture; 1 year; farmer; 23 years; otitis media, chronic; ninth grade.
Bonin, Robert P.	6-87454	Agriculture; 1 year; farmer; 24 years; gassed; sixth grade.
Bourge, Cyprein	6-33866	Agriculture; 1 year; farmer; 25 years; chronic bronchitis; fourth grade.
Bujard, Bert J.	6-81858	Farm mechanic; 1 year; student; 19 years; phlebitis, chronic; eighth grade and typewriter course.
Buras, Dewitt Louis	6-49690	Agriculture; 1 year; farmer; 23 years; injured spine.
Camus, Alphonse E.	6-70291	Agriculture; 1 year; farmer; 24 years; machine-gun wound elbow, left arm; eighth grade.
Delouche, Leopold	6-90283	Agriculture; 1 year; farmer; 27 years; empyema; eighth grade.
Dennis, Edwin L.	6-57247	Sugar chemist; 1 year; farmer; 19 years; varicocele, left; 4 years high school.
Douga, Zee	6-40030	Farm mechanic; 1 year; farmer; 22 years; gunshot wound left knee; fifth grade.
Eastland, Lowry B.	6-87403	Sugar chemist; 1 year; student; 22 years; dry conjunctivitis and zerosis; 1 year college.
Edmonston, Floyd S.	6-86626	Agriculture; 1 year.
Edwards, George D.	6-30809	Agriculture; 1 year; farmer; amputated healed right arm, middle third; sixth grade.
Evans, Lynne	6-18085	Agriculture; 1 year; farmer and dairyman; machine-gun wound, broken left ankle; eighth grade.
Haley, Chas. Preston	6-6157	Agriculture; 1 year; farmer; 26 years; gunshot, fingers; tenth grade.
Haley, Philip R.	6-9470	Agriculture; 1 year; farmer; 29 years; cardiac enlargement, valvular heart; ninth grade.
Hardin, Thad P.	6-84866	Agriculture; 1 year; farmer; 24 years; gunshot wound jaw; defective eyesight, nervous; seventh grade.
Harlan, Joseph C.	6-53608	Sugar chemist; 1 year; clerk; 30 years; gunshot wound, lacerated left forearm; eighth grade.
Harrison, Dewitt T.	6-74063	Agriculture; 1 year; farmer; 25 years; machine-gun wound in head; 2 years high school.
Moreau, Louis	6-2414	Agriculture; 1 year; farmer; 24 years; tuberculous; defective right ear; eighth grade.
Muniot, Anthony G.	6-21581	Agriculture; 1 year; harness maker; 25 years; chronic bronchitis; 3 years high school.
Montgomery, Ayliner E.	6-70565	Agriculture; 1 year; assistant bookkeeper; empyema, pneumonia, bismuth poisoning; 1 year university.
O'Brien, Charles A.	6-35341	Agriculture; 1 year; farmer; pleurisy; fourth grade, high school.
Parker, Raymond C.	6-73911	Law; 1 year; student; 23 years; chronic bronchitis; 3 years university.
Pier, Wm. T.	6-46730	Agriculture; 1 year; farmer; 24 years; gunshot wound lower abdomen; eighth grade.
Richardson, David W.	6-58747	Agriculture; 1 year; boiler maker; 33 years; eye trouble; 2 years high school.
Rork, Wm. F.	6-53934	Agriculture; 1 year; fracture, left tibia, atrophy in ankle.
Sawyer, Charlie	6-36758	Agriculture; 1 year; farmer; 24 years; gunshot wound head and left shoulder; seventh grade.
Scally, James R.	6-23125	Agriculture; 9 months; farmer; 34 years; chronic otitis media right, bronchitis; jr. s. normal
Scioneaux, Elphege J.	6-63177	Farm mechanic; 1 year; blacksmith; 25 years; shot wound left forearm; sixth grade.

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Man in training at University of Louisiana—Continued.

Name.	R-No.	Course, length of course, previous occupation, age, disability, education.
Scott, Nap. Brown	6-79579	Agriculture; 1 year; student; 21 years; gassed, lungs affected; tenth grade.
Sevier, Henry C	6-10198	Law; 1 year; farmer; 23 years; gunshot wound left arm and left knee; 2 years university.
Thompson, Frederick J	6-32927	Law; 1 year; student; 22 years; bronchial pneumonia and weak back.
Judice, Didier Philip	6-11851	Agriculture; 1 year; carpenter; 23 years; amputated right leg, lower third; 1 year high school, transferred to Southwestern La. Ind. Inst.
Payne, Frank T	6-7556	Civil engineer; 1 year; student; 21 years; epilepsy; 1 year high school, discontinued May 31, 1919, health.
Kellum, Wm. Lewis	6-20476	Sugar chemistry; 1 year; student; 20 years; hernia ventral right, post operative; third year college. Man died Oct. 24, 1919.

As I have said, there have been brought here 14 or 15 disabled soldiers with real or fancied grievances, and they have been heard at considerable length. The board could bring, if it so chose, for every one of those witnesses with a real or alleged grievance, at least 1,000 men who would gladly testify that they have been treated with courtesy, with promptness, and with intelligence by the board, and that they are now securing a training from which they expect to get the highest possible benefits; but, of course, it would be absurd to spend the Government's money, and it would be a waste of those men's time to bring them down here, and therefore I will ask to put in as Exhibit B extracts from a number of hundred letters received from men, before this investigation was even talked of, and therefore were sent to us without any idea of their being used for this purpose. I will not read all of these extracts, but I will just read a few to give you an idea of the character of them. The first is from Henry W. Boggess, of the Central Business College, of Sedalia, Mo., under date of October 13, 1919:

I consider it a highly esteemed favor to be afforded the opportunity to express to the public my opinion of the high-grade work that is being conducted by the Federal Board for Vocational Education and given to the disabled soldiers of the world war. I regret that words will not express my appreciation of the laudable work of the Federal Board for Vocational Education.

Mr. A. V. Ludwig, on January 24, 1920, principal of the Central Business College, the same college, writes:

Of the five students which were placed here with us by the Federal Board three have good positions, Mr. Rodney Simmons has an office position with the Gate City National Bank, Kansas City, Mo.; George V. Wright has a general office position with the Aultman & Taylor Machinery Co., Kansas City, Mo.; Henry W. Boggess was placed by us directly with the Sinclair Oil Co., Tulsa, Okla., as stenographer and office man at $125 per month.

Mr. George W. Brunz, Seattle, Wash., under date of October 21, 1919, says:

I expect to make good as motion-picture machine operator unless my wound gives me more trouble. When I went into training six weeks ago, I also took a little elementary work, as you know, at the Y. M. C. A., but could not continue on account of my training taking all my time as an operator. I now have a position at a suburban motion-picture house paying me $30 a week for 3½ hours in the evening. I am promised within six months a house down town for not less than $50 a week for six hours a day six days per week.

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On October 30, 1919, Perry Reed, of New London, Conn., writes:

There were only three days between the time of my discharge and my entry upon training under the Federal Board. I wish to thank the Federal Board through you for the prompt and careful consideration which my case received.

This was addressed to one of the D. V. O's.

On November 5, 1919, George Rowland, of Baltimore, Md., writes:

I wish to say that I appreciate what the Federal board has done for me in helping me to finish this course which I started July 1 at Fort McHenry. I am sure that any man who thinks he is out of luck does not need to think that way, as I thought the same thing when I first started. There are positions for first-class men ranging anywhere from $50 to $60 a week.

I am taking a position as an instructor at one of the United States general hospitals at a salary of $162 per month. I wish to say this about the Federal board, that they are as much interested in the men, if not more so, than we are, as they are always wanting reports to show how the men are getting along.

On December 23, 1919, John L. White, of Fullerton Avenue, Chicago, Ill., writes:

Immediately after being discharged I applied for vocational education and was given the exact course I wanted. I am taking a post-graduate course in medicine.

Julius Schnitzer and about 11 other men, at Massey's Business College, Birmingham, Ala., on August 12, 1919, write:

In view of the fact that within recent weeks sensational statements have been printed in a certain newspaper in one of our southern cities—

That was taken from the American Legion Weekly, I presume—

designed to show that the Federal Board for Vocational Education has not kept faith with the disabled soldiers in the matter of vocational training, we are issuing this voluntary statement of appreciation of the service which this board has rendered us.

On May 15, 1919, Donald L. Baxter, of Syracuse, N. Y., writes:

My life's work as I had wished it would be electrical engineering, and the Federal board is making it possible for me to do this. I can not express my appreciation for the splendid work that the board is doing. Men don't overlook this splendid opportunity. They can help each man in any way that he needs it and are giving a square deal to everyone.

William Phipps, of Lexington, Ky., under date of October 28, 1919, writes:

I desire to reiterate my appreciation of the kind and courteous treatment accorded me by all agents of the board with whom I have come in contact.

Alva R. Hutchinson, of Emory University, Ga., writes under date of December 16, 1919:

I was discharged from the Army March 20, 1919, and on the 21st day of March, 1919—

One day after he was discharged—

I resumed my studies at Emory University leading into ministerial work under the supervision of the Federal Board for Vocational Education.

John B. Breazeale, Tulane University, New Orleans, La., under date of June 11, 1919, writes:

I am writing to thank you for your aid and advice for showing me the path to take and in the hope that it will help some other man to make up his mind and seize the opportunity that you offer. The year's work is finished and I wish to tell you how I made out at college, and to express my appreciation for all that the Government through the board has done for me.

Noble Stibolt, University of Illinois, writes, on December 6, 1919:

I applied for vocational training, hoping to reeducate myself for this work. I had very little trouble in securing this training. I received free transportation to the

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university, free tuition, free books, and every 15 days I have received a check of $40 to cover my living expenses.

Charles E. Stout, Gibson, N. Mex., January 19, 1920, writes:

I often wish I had done as you wanted me to and take something else. I insisted upon being a barber. I am running a shop here, and I just make a living and that is all. I can not stand on my foot long. If it is so that I can take training again I will be more than thankful.

Of course, under the law he can take training again.

William R. Caldwell, of Sterrett Street, Covington, Ky., writes, on May 23, 1919:

I am well satisfied with this course, and upon its completion expect to enter the lumber business as an office manager, and shortly will receive a far greater salary than I had before I enlisted.

Aaron Kozakowsky, of Yonkers, N. Y., on October 8, 1919, writes:

I am very thankful to you for the interest you have shown me. It surely was very fine of the board that they gave me an opportunity of learning this business. The Federal board deserves great credit for what they are doing for us boys who have been disabled for life.

Charles Keller, of New York City, on October 19, 1919, writes:

I am very thankful to you for procuring me this store, as I feel that I will be very successful. I am also grateful to the Federal board for their courteous treatment and for giving me this wonderful opportunity.

That is, we gave him a few weeks or a few months training and then helped him in starting in a store.

Matron W. Shepard, of Berwyn, Md., writes:

You have shown us soldiers every consideration and attention in your power. Speaking for the other men, I want to say that your interest has been as great in them, if not more, and we are well placed in your debt. We wish you to know that we appreciate the efforts you have made in our behalf.

August J. Martin, of Seattle, Wash., on May 26, 1919, writes:

I am still with the Hoskins Machine Co., 90 Jackson Street, at a wage of $4 per day. I am now getting the benefit of my intensive training. I am now where any other man would have to put in two years to get by the old apprenticeship system. I am holding down the job that a man of two years' training fell down on.

Mr. TOWNER. Are there many more you desire to read?

Mr. MUNROE. I was just going to stop reading these. I will put the others in the record, if I may.

Mr. TOWNER. How many do you desire to put in, Mr. Munroe?

Mr. MUNROE. As many as the committee is willing to print.

Mr. TOWNER. How many did you read, do you remember?

Mr. MUNROE. I think I read about 15 or 20.

Mr. TOWNER. How many more have you?

Mr. MUNROE. I think they are about 250 altogether. These are extracts.

Mr. TOWNER. I think the printing in the record of those you have already read with a statement of the fact that you proffer for the record 200 others will be sufficient.

Mr. MUNROE. Then, I will put in, as I have been requested to do so, the statement signed by about 200 students:

We, the undersigned students under the Federal Board for Vocational Education, believe that the Federal Board for Vocational Education is very efficient in its required duties, under the present conditions, and regret that it should at this time be a target of public criticism and contempt.

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This is sent to me by Mr. Frank H. Meehan, of Brooklyn, N. Y., and is signed by—I have not counted the number, but I should say about 150 or 200 men.

Mr. ROBSION. What is the date of that?

Mr. MUNROE. It is of recent date, March 25, 1920.

Mr. TOWNER. The record will show the fact that that is a copy of the petition, but we will not copy the names because that will not be of any value. We want to save as much printing as we possibly can.

Mr. MUNROE. Yes, sir.

Mr. TOWNER. But we want the board to have the opportunity to make a full record of the matters they think ought to go in the record.

Mr. MUNROE. As to the charge made by Mr. Littledale, that the Federal board is top heavy and is responsible to no one but Congress, it is not a question, of course, for the board to settle. I would like to call to your attention, however, the fact that the three members of the Cabinet who are ex-officio members of the board have always taken an active part in the framing of all general policies and were, as in a story which I will give later of a long struggle to secure freedom for the board and a square deal for the disabled soldiers, a tower of strength through that time. Of course, the board reports formally to Congress four times a year and, in addition, has made extended statements to the Committee on Appropriations when it has appeared before them.

As to the charge that the board is still organizing, we are very happy to say that it is. We are continually adapting our procedure to the very rapidly changing conditions of the work. We might in the very beginning before we had very many disabled boys to deal with have built up a large organization top heavy and expensive, but, on the contrary, we have tried to build up the organization as it was needed and to gradually extend it as the work itself has extended.

Of course, one thing that has not always been made clear is that the amendment to the rehabilitation act passed July 11, 1919, placed very many new responsibilities upon the board, the main thing, of course, which was placed upon us being the entire responsibility for paying the maintenance of the men while they are in training. That led, of course, to a very large increase in the appropriations and in the staff. This represented, however, merely a transfer of expenditure and of staff from the Bureau of War Risk Insurance to the Federal board.

The next charge made by Mr. Littledale, that the board abandoned a post of duty by taking men out of the hospitals, is not fact at all. When the Congress passed the sundry civil bill in the latter part of June, 1919, it would have required us in order to meet the salary limitations therein placed, to dispense with about 200 of our better-paid employees, but rather than disrupt the entire service we looked it over very carefully and decided that the best place in which curtailment could take place was in the hospitals which were then being very rapidly closed. Consequently, about 80 men were withdrawn from the hospitals and assigned to the diuties of other men whom we let go. But later legislation permitted us to restore, about three weeks later, that hospital service.

The charge that there is needless duplication of effort and that the 14 district offices have no power is absolutely without foundation. Our district offices since we were able to act freely under the

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legislation of July, 1919, are given practically absolute power except in the matter of placing men in schools where the tuition fee is more than $500 a year—there are only a few such, I am happy to say—and where it is a question of the man's course of training occupying more than two years. In all other cases it is in the hands of the district offices to settle without reference to central office, except, of course, to make a report so that our records may be kept clear.

The bills are paid through the central office at Washington in order to protect the Treasury. But the district offices, as I say, have power to put men into training and they have absolute power within the limits of a very liberal table of organization which we have put into their hands to appoint all their clerical personnel.

The next charge that Mr. Littledale specifically brought is that the board has no definite policy, and he put in two letters, one from Mr. Charles H. Winslow, and the other from Mr. Griffin. As to the letter from Mr. Winslow, he himself testified that that was not his letter of resignation; that letter was merely a formal resignation without giving any reasons for it.

As to the resignation of Mr. Griffin, without going into details, it is sufficient to say that it was decided to transfer Mr. Griffin for the good of the service. The cause of his transfer was not, as claimed, the fact that he was too sympathetic toward the soldiers, but one of the reasons was that he would spend an entire day with one soldier, going all over New York City, perhaps, to settle his case, and leaving hundreds of others that did not happen to get his personal attention, not properly cared for. They would have been cared for if this gentleman had had the ability properly to organize his office, but after giving him every possible chance to organize his office, it was finally decided that it was best to transfer him elsewhere, and thereupon he resigned.

The charge is made that I failed to safeguard the soldiers' interests by declining to remain in New York to sign a lease. It is not necessary to tell you gentlemen that a single member of a board like ours could not sign a lease without authority from the board itself. I looked into the situation very carefully, saw the agents of the building and assured them that every consideration would be given, and, as a matter of fact, the building was finally secured. The complications at that particular place were due mainly to the fact that the Air Nitrates Corporation were trying to unload their responsibilities for that building upon this board and I was doing every thing I could, and we finally succeeded, to prevent that.

As regards the story that has been told about the Munsey Building, where we were first located in New York, I know all about that, and the whole reason of the delay in payment of rent was because the Munsey Building owners absolutely refused to sign the kind of lease that the Government requires, properly safeguarding the Government. They insisted instead that we should sign a lease in which the Government should assume all sorts of obligations that it is not willing to and should not assume. We had a great number of conferences, at some of which I was present, and finally the only way in which the thing could be settled was by an offer and acceptance, thus avoiding signing the kind of lease which we were unwilling to sign. I authorized that to be done because we were safely out

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of the building and there could not be any complications. Nevertheless, the Munsey people attempted to blacklist the board all over New York City, and one of the great difficulties we have had in that New York situation is because of the stories which they spread about us, whereas we were simply safeguarding the Government's interests by declining to sign a lease which would have obligated the Government to things which it has no right to assume.

The allegations as to Mr. Clark and the high rental being paid at the present quarters have been answered by Mr. Clark himself and by the affidavits which he has filed, showing that we are paying no higher rental in that building than are any of the other tenants. We went to great trouble in the matter of that New York situation in order to bring together the four organizations that have to deal with the disabled soldier, namely, the Bureau of War Risk Insurance, the Public Health Service, the Red Cross, and ourselves, and if you gentlemen have had anything to do with New York real estate you know how very difficult it is to obtain satisfactory quarters of the size required for occupation by a pretty large organization. I personally gave a great deal of time to trying to find a proper place and we are satisfied that these quarters are the very best and cheapest we could obtain in New York City.

As to the charge that the board has been lax in the payment of bills, I shall later give testimony which will show the chief reason for these delays.

As to the Post Graduate Hospital charge which has been brought forward specifically by Mr. Littledale, I will say that I held that charge up myself for several months until I was absolutely satisfied that it was not exorbitant. On the face of it, it seemed outrageous and it was necessary for me to study the situation.

Mr. ROBSION. What are you referring to now?

Mr. MUNROE. The Post Graduate Hospital. One of the charges made by Mr. Littledale is that we held that bill up for a long time. That charge seemed to me outrageous and it was only due to the fact that a study of the situation showed that the particular work which this group of disabled boys wanted could be secured at no other place than at the Post Graduate Hospital that I allowed this account to go through. It does not seem to me that it comes with very good grace from this institution, that is receiving possibly the highest fee that we are paying anywhere, to whine about not getting payments promptly.

As to Columbia University, the testimony of the financial officer himself showed that we had paid everything that was due up to date. The $15,000 charge which has been brought forward was not due until the service should have been rendered to the boys at the expiration of the term, which is some time in June. Naturally, the Government does not pay its bills in advance but only when the service has been rendered, and knowing this, its financial officer had not even brought in his bills to the Federal board, as he himself testified. Consequently, that was not a very serious charge against us. As to the bookseller, Hartog, who said that we had been very lax in the payment of bills for supplies, we would not have patronized that service at all had it not been so tied up with Columbia University that there was no other way in which we could get those supplies. The reason his vouchers have been held up is because a great number of them

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have charges on them that was felt were not properly incurred. We are carefully looking into the matter and making sure that they are the proper charges before those bills are paid.

The next charge, made by Mr. Littledale, that certain employees drew two salaries is absolutely without foundation. We secured written authority from the comptroller, when the rehabilitation work was placed upon the Federal board, to split salaries between the work of vocational education and that of vocational rehabilitation, because a certain number of officers would have to do work for both, such as the financial officer, the director, and four or five others. We might perfectly well, under the law, have set up a second group of officials, paying the first vocational education group the same salaries they had had and paying this new group of seven or eight men equal salaries; but we chose to save money for the Government by asking these gentlemen to assume both duties, duties under the rehabilitation and duties under the vocational education, and allowing their salaries to be split. With three of the officers we made additions of two or three hundred dollars to their salaries because of the great amount of increased work which they would have to do under this arrangement. However, we saved in the whole a great many thousands of dollars to the Government by this arrangement.

The next allegation is that training is often a pretense, and there was brought forward the case of a linotype operator, and also of a man with 100 per cent heart trouble. A member of the committee himself stated that a man who had had training in the printing business could easily learn the linotype in six months, and the cases to which we have given linotype training are men who have had, some of them, quite long experience in the printing business. As to the man with 100 per cent heart trouble, it does not seem to me that he would need any training at all. I should think he would be dead.

Another criticism brought forward emphasizes the fact that this training that we are giving is not a pretense, namely Mr. Littledale's criticism that we had put less than 200 men into employment at the time that he testified. The reason we have not done that is because we are giving these men real courses of education either in schools or colleges or in actual industry or business itself. Five thousand men, for example, are in placement training and are getting their training right on the job, but they are not ready to go on to a job under salary, and, therefore, they have not yet been graduated.

At the time the testimony was given we had practically had those men in training only about six months, and as a rule the shortest training that we are giving averages about 10 months and most of the men are going to get at least a year's training and in many cases two or three years' training, so that they will be really equipped when they get through to go back on the job and be able to earn very much more in many cases than before they went into the Army.

The charge by Mr. Littledale that 10 per cent of the men who began training have discontinued is extremely gratifying in that the percentage is so small. As you gentlemen well know, a dropping out of only 10 per cent from a group of men following any course of education is a very small one. As a matter of fact, the percentage now of men dropping out is somewhere between 8 and 9, and of

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those, about 25 per cent, after they have received their health—dropping out being largely due to recurrence of the man's disability—25 per cent of those men go back into training later. So the net loss in that way is, therefore, not over 6 or 7 per cent, which is far better than the record of any educational institution in this country.

The next charge of Mr. Littledale, that 30 per cent of the men approved for training are not in training, is no reflection upon the board at all, because under our procedure it leaves the matter of taking training entirely voluntary with the man himself. We arrange the training for him; we take every possible means of making it clear to him how beneficial it would be for him to take this education, but, of course, we have no way of forcing him to take it. We have, however, done everything we could to persuade these men by getting the cooperation of the Red Cross, of the various soldier organizations, and so on, to put the thing up to the man and persuade him to take the work that has been laid out for him. Many of these men, of course, do not feel quite physically able to undertake the work that we have planned for them, and in the present demand for labor thousands of these fellows for whom training has been arranged are getting such high wages that they do not think it is worth while to go through the labor of getting training. They do not realize that this abnormal state of things is not going on forever. But when the time comes that these men see things in the proper light they can take up the training. There is no limit, within reason of course, to the length of time at which training opportunity is open to the men. Should we have an industrial depression, thousands of these fellows who are now employed would come and seek the training that we have arranged for them.

The next charge that the eligibility squad threw out cases is disproved by the figures that will be presented. The actual analysis of the handling of these cases that Mr. Littledale charges were thrown out wholesale shows that 53,051 of these cases had been transferred to another district. The district receiving the cases was in position to handle the men and the original district dropped the cases; therefore, they were thrown out as duplication. One thousand five hundred and seventy-five cases had been opened in the district offices in error; a large proportion of these men were duplicates and were naturally thrown out.

The eligibility squad, which is a body of men, as has been explained, made up of men who had been thoroughly well trained in this whole business of training and placement in the central office and are then sent out throughout the country to handle the work in cooperation with the district offices, this eligibility squad closed 35,431 cases, and 12,923 cases had been previously closed by central office, making a total of 48,534 cases. These cases are closed for the following reasons: Man had died; had reenlisted in the service; he had not been discharged from the Army but had been placed on the retired list and was, therefore, not eligible under the law; stated that he did not desire training; requested that his case be closed and that no more letters be written to him; was apparently not interested in training as evidenced by failing to respond to several letters. We always sent at least three letters to every man with return address so as to make sure that they are received. Also, if man can not be located, we make inquiry from the office of The Adjutant

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General, in Washington, and at the Bureau of War Risk Insurance, the local Red Cross, and the American Legion, and other agencies, in the hope of discovering his present address. Of course, that, gentlemen, is really our greatest difficulty. These men are moving about so that it is very difficult to keep track of them. Men were carrying on successfully in employment and were not in need of training. There were thousands of cases in which the men had no disability and claimed none. The man's disability was a negligible handicap and therefore did not come under the law. The man's disability was a minor handicap and he had stated he was not interested in section 3 training, which was all we could give him under the law. There are thousands of such cases. All we can offer many men under the law is section 3 training, paying tuition and maintenance, and naturally many of these men can not take it up on this basis. Then there are the cases of men who were only in the Army a few days before discharge from the draft and they do not come under the law at all. Then there were cases where the information was so meager it was impossible to establish contact with the man. Or the man had left the country. Last, there were the cases of men who had not been discharged from the Army under honorable conditions.

Cases once closed can be reopened at any time and we are continually taking up cases when we get new data, or where we at last get hold of a man, we reopen the case and put him in training.

The next allegation that the eligibility squad, the squad already referred to, marked the metal cases insane would be serious if true. As a matter of fact, the board has gone far beyond the letter of the law in all such cases, and has done everything possible to deal with what you gentlemen will recognize as the most difficult and serious part of this problem. There were discharged from the Army thousands and thousands of men with active or arrested tuberculosis, thousands and thousands of men in a bad mental state, which may be permanent, which may be curable, and men with difficulties of one sort and another that make it impossible for them to take up training at this time. The most serious of these, of course, are the so-called mental cases, epileptics, men with so-called "shell shock," and things of that sort. In order that we may deal properly and humanely with these cases, it has been made the rule in all offices that these cases are to be tickled, so-called, in 90 days, 60 days, or 30 days, according to the man's state of health. If his recovery seems likely to take place soon, tickle 30 days when the case may be reopened and reviewed. If longer, 60 to 90 days, but never longer than 90 days. Every one of these men's cases must be reviewed at the end of 90 days in the hope that he may have got well enough to begin training.

Along those same lines we have established the closest cooperation with the Bureau of Public Health in the matter of hospitals for the tuberculous which they are establishing in various parts of the country. We are already carrying on in those hospitals training for half an hour a day, an hour a day, or three hours a day, as the case may be, under the supervision of the doctor, so that a man may make as much progress as it is possible for him to make under the condition of his health. In the matter of the so-called mental cases, we are establishing the same sort of relations with the hospitals, so that a

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man may be given some preliminary training in order that the moment his mental condition permits, we may take hold of him and give him vocational training outside the hospital. Consequently, the statement that we are neglecting these men is exactly contrary to the fact.

The charge that 80,000 disabled men are still waiting for the board to act is based upon a juggling with figures complicated by wild guesses. As I have already pointed out to you in the beginning of my testimony, so far as determining the eligibility for training and settling upon the training of the men who are out of the Army or out of the hospitals is concerned, we have practically taken care of 90 per cent of the task. Of the men remaining in the hospitals, of course we can not take hold of them until they are discharged from the Army. But a month ago the cases actually remaining undetermined were about 60,000. These were almost wholly minor disabilities regarding which we had not received from the man or from the proper authorities within the Army the necessary information as to his eligibility under the law.

At the utmost not more than a third of the 60,000 men are likely to be in any way eligible under the law, and under present conditions, judging from experience with others, not over 50 per cent of the one-third would avail themselves of the opportunity were it offered to them. At the outside, therefore, not over 10,000 training cases of men who are eligible for training were undetermined on March 1, and, of course, since that time many of those cases have been taken care of. Therefore, before the end of this fiscal year the eligibility of all men who are in a condition to take up training will have been settled by the board, and the job, so far as eligibility goes, will have been settled; but, of course, other additional new cases will arise.

Mr. ROBSION. When will that be?

Mr. MUNROE. Before the end of this fiscal year; that is, the first day of July?

Mr. TOWNER. It will be necessary for the committee to adjourn at this time. It will be impossible to have a hearing this afternoon on account of the work in Congress, but we will have an evening session at 8 o'clock. The committee will be adjourned until that time.

(Thereupon, at 11.50 o'clock a. m., the committee adjourned to meet again at 8 o'clock p. m., April 29, 1920.)

NIGHT SESSION.

The committee reassembled, pursuant to recess, at 8 o'clock p. m., Hon. Horace M. Towner presiding.

Mr. TOWNER. The committee will come to order. Mr. Munroe, you may resume your statement.

STATEMENT OF MR. JAMES P. MUNROE—Resumed.

Mr. MUNROE. The character of the next charge is made evident by the statement that "to follow up a man taking a commercial course in Buffalo, an employee would have to be sent to Buffalo from the office in New York." The board has long had a branch office in Buffalo, as well as at Syracuse, Rochester, Albany, Watertown, Troy, and Utica. Not only are schools and other training places regularly

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inspected, but they are required to furnish a monthly report. At all the larger centers of training there are counsellors and coordinators whose duty is to look after the daily progress of the disabled men.

I would like to put in the record here, Mr. Chairman, if I may, a list of the 100 suboffices that we have, in addition to the 14 district offices, to show that we are not negligent in the matter of looking after the local interests of the men.

Mr. TOWNER. Without objection it is so ordered.

(The list referred to is as follows:)

District offices.

No.	District vocational officer.	Address.	States.
1	F. T. A. McLeod	Boston, Mass., 101 Milk Street	Maine, Vermont, New Hampshire, Massachusetts, Rhode Island.
2	Wm. A. Clark	New York City, 23 West Forty-third Street.	Connecticut, New York, New Jersey.
3	R. J. Fuller	Philadelphia, Pa., 140 North Broad Street.	Pennsylvania, Delaware.
4	W. H. Magee	Baltimore, Md., 660 Lexington Building.	District of Columbia, Maryland, Virgnia, West Virginia.
5	C. G. Schulz	Atlanta, Ga., 822 Forsyth Building	North Carolina, South Carolina, Tennessee, Georgia, Florida.
6	James L. Sibley	New Orleans, La., 412-432 Maison Blanche Annex.	Alabama, Mississippi, Louisiana.
7	Louis Herbst	Cincinnati, Ohio, Denton Building, Seventh and Race Streets.	Ohio, Indiana, Kentucky.
8	Chas. W. Sylvester	Chicago, Ill., 220 South State Street	Michigan, Illinois, Wisconsin.
9	C. E. Partch	St. Louis, Mo., 815-824 Chemical Building.	Iowa, Nebraska, Kansas, Missouri.
10	C. A. Zuppann	Minneapolis, Minn., 742 Metropolitan Bank Building.	Minnesota, North Dakota, South Dakota, Montana.
11	H. Allen Nye	Denver, Colo., 400 Mercantile Building.	Wyoming, Colorado, New Mexico, Utah.
12	Nicholas Ricciardi	San Francisco, Calif., 544 Flood Building.	California, Nevada, Arizona.
13	C. H. Anderson	Seattle, Wash., 539 Central Building	Idaho, Oregon, Washington.
14	W. F. Doughty	Dallas, Tex., Dallas Club Building, 118 South Poydras Street.	Arkansas, Oklahoma, Texas.

Specialists for blind, Federal Board for Vocational Education: Harold Molter, supervisor; O. H. Burritt, consultant, 1901 D Street NW., Washington, D. C.

Branches of district offices.

Branch.	Address.	Branch.	Address.
District No. 1:		District No. 3—Contd.	
Portland, Me.	324-326 Mason.c Building.	Harrisburg, Pa.	Spooner Building.
Providence, R. I.	244 Main Street, 214 Jackson Building.	Johnstown, Pa.	Chamber of Commerce.
Springfield, Mass.	Room 406, Massasoit Building.	Pittsburg, Pa.	491 Union Arcade Building.
District No. 2:		Scranton, Pa.	320 Connell Building, 319 Washington Avenue.
Albany, N. Y.	326 Educational Building.	Williamsport, Pa.	Room 29, Post Office Building.
Buffalo, N. Y.	213 Mutual Life Building.	District No. 4:	
Rochester, N. Y.	75 State Street.	Norfolk, Va.	400 Flat Iron Building.
Syracuse, N. Y.	327 Montgomery Street.	Richmond, Va.	605 Times Despatch Building.
Troy, N. Y.	32 Post-office Building.	Washington, D. C.	1410 Pennsylvania Avenue NW.
Utica, N. Y.	Courthouse Building.	Charleston, W. Va.	108½ Capitol Street.
Watertown, N. Y.	Home service section, American Red Cross.	District No. 5:	
Camden, N. J.	311 Temple Building.	Chattanooga, Tenn.	
Newark, N. J.	1020 Broad Street and 9-11 Franklin Street.	Nashville, Tenn.	61 Noel Block.
Hartford, Conn.	Municipal Building.	Columbia, S. C.	500 Loan & Exchange Bank Building.
New Haven, Conn.	740 Chapel Street.	Jacksonville, Fla.	6 Chamber of Commerce.
District No. 3:		Savannah, Ga.	Board of Trade Building.
Allentown, Pa.	Sixth and Hamilton Streets, B. & B. Building.	Charlotte, N. C.	United States Assay Office.
Erie, Pa.	Marine National Bank Building.		

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Branches of district offices—Continued.

Branch.	Address.	Branch.	Address.
District No. 6:		District No. 12—Contd.	
Birmingham, Ala..	711 Chamber of Commerce Building.	Chico, Calif.....	
Mobile, Ala.....	Third floor, Masonic Temple.	El Centro, Calif....	
Alexandria, La.....	Room 21, United Drug Building.	Fresno, Calif.....	
Jackson, Miss.....	West Capitol Street, Gaddis Building.	Needles, Calif.....	
District No. 7:		Palo Alto, Calif....	
Cleveland, Ohio....	Home service section, American Red Cross.	Riverside, Calif....	
Columbus, Ohio....	518 Clinton Building, 8 East Chestnut Street.	Sacramento, Calif..	
Toledo, Ohio	705–707 Nasby Building.	San Bernardino, Calif.	
Indianapolis, Ind..	630–31 Lemcke Building.	San Diego, Calif....	
Louisville, Ky.....	612 Starks Building.	San Jose, Calif.....	
District No. 8:		San Pedro, Calif....	
Detroit, Mich.....	207 Henry Street.	Santa Barbara, Calif.	
Grand Rapids, Mich.	406 Widdicomb Building.	Santa Rosa, Calif...	
Saginaw, Mich.....	310 Eddy Building.	Stockton, Calif.....	
Eau Claire, Wis....	37 City Hall Building.	Woodland, Calif....	
Green Bay, Wis....	Federal Building.	Carson City, Nev...	
Milwaukee, Wis....	1303 First National Bank Building.	East Ely, Nev.....	
Peoria, Ill.....	401 Federal Building.	Elko, Nev.....	
District No. 9:		McGill, Nev.....	
Des Moines, Iowa..	123 Courthouse Building.	Reno, Nev.....	
Kansas City, Mo...	411–412 Massachusetts Building.	Tonopah, Nev.....	
Lincoln, Nebr.....	Fourth floor, City Hall.	Winnemucca, Nev.	
Wichita, Kans.....	Do.	Bisbee, Ariz.....	
District No. 10:		Holbrook, Ariz.....	
Duluth, Minn.....	Irving Moore Memorial Building.	Phoenix, Ariz.....	
St. Paul, Minn.....	411 Post Office Building.	Prescott, Ariz.....	
Fargo, N. Dak.....	55 Edwards Building.	District No. 13:	
Sioux Falls, S. Dak.	Western Surety Building, Eighth and Main Streets.	Boise, Idaho.....	614 Overland Building.
He'ena, Mont.....	Union Bank Building.	Portland, Oreg.....	209 Medical Building.
District No. 11: [1]		Spokane, Wash....	309 Hutton Building.
Albuquerque, N. Mex.	Commerce Building.	District No. 14:	
Pueblo, Colo.....	Room 4, County Courthouse.	Little Rock, Ark...	Room 28, Post Office Building.
Salt Lake City, Utah.	70 East South Temple Street.	Oklahoma City, Okla.	310 Culbertson Building.
District No. 12:		Tulsa, Okla.....	203 Lynch Building.
Los Angeles, Calif..	207 South Broadway.	Fort Worth, Tex...	433½ Jennings Avenue.
Bakersfield, Calif...		Houston, Tex.....	507 Prince Theater Building.
		San Antonio, Tex..	626 Moore Building, corner Huston and Avenue C.
		Waco, Tex.....	605 Amicable Life Building.
		El Paso, Tex.....	Rooms 9–10, Chamber of Commerce Building.

[1] Cheyenne and Casper, Wyo., will be opened Apr. 15, 1920.

Mr. MUNROE. The charge that the board begrudges men sick leave is not only wrong but foolish, because since the passage of the Sweet bill it makes no difference whether the man takes training under us or under the War Risk Insurance Bureau on leave. He gets the same in each case. When a man is ill more than 30 days, we generally transfer him to the Bureau of War Risk Insurance, where he is taken care of until recovery and retransfer to us.

The charge that the men were reduced to penury in the earlier months of their experience under the act will be taken up by me later. The Elks' fund and similar funds given by the Red Cross were devices of the board to relieve a very bad situation. By the board's prompt action the Government was saved from a condition little short of disgraceful, but for which the board was in no way responsible. Why the generosity of the Elks and the Red Cross should be regarded as a charge against the board is difficult to see.

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In this connection, I would like to explain a little more about the Elks' fund. The Elks made an agreement with us, agreeing to set aside a sum first of $25,000, which they afterwards increased to $200,000, to be used as a revolving fund for making loans to disabled men entering training, where provision was made for their training by the Federal board. That was afterwards increased and has been a most beneficial thing, because, as the committee are aware, even under the promptest service there must always elapse two weeks. Of course, as you know, we pay the men twice a month instead of once a month, and there must always elapse that period of two weeks after a man goes into training before he can get his first pay. As a matter of fact, the average time, even in the remoter regions, is not more than 20 days, but many men, when they go into training, have not any surplus funds at all, and this Elks' fund has been very valuable in helping these men over the intermediate time, and the committee will be interested to know that the honesty of the men in returning these loans is something really remarkable. I have not the exact figures, but I think I am safe in saying that between 80 and 90 per cent of the loans are returned promptly when the man gets his regular pay under the law.

The letters to mayors and newspaper men used to bolster up the charge of exploitation were one of many devices that the board had to use to get in touch with disabled men because, as you know, tens of thousands of these men had been discharged, before the law was passed at all, from camps in this country, and then for reasons which I will show later it was a good many months before we could get information even to men in hospitals as to the law and so a good many men were discharged from the hospitals without any knowledge of the situation. Therefore, it was necessary for us to resort to all kinds of devices in order to make the men aware of what the Government was ready to do under this rehabilitation law. The letters to mayors was one of these devices, and to show that it was efficacious I have here copies of letters from mayors all over the country expressing the greatest interest and assuring us of their cooperation. The result has been that probably hundreds, if not thousands, of the men that have come to us, have come through the steps that we took in regard to letting the mayors know.

As to the so-called "hard-boiled" order, Mr. Littledale himself proved his own statements to be not so, by acknowledging that, in the hands of some person whom he refused to name, in a city which he declined to locate, he had seen a typed sheet with no address, no heading, no date, and no signature, on which he had read certain phrases later built up by him, in newspaper scareheads, into an alleged order sent out by the Federal board. No order containing any such phrases was sent out by the board or any official of the board. The language of the alleged order should have been sufficient to disprove that the board could have sent out anything of the sort. The manufacturing of a hugh slander upon the board, it seems to me, out of material like this, is a very questionable proceeding.

In addition to his 27 specific points, Mr. Littledale made several other accusations in the newspaper which he represents, which it seems to me should receive attention. He asserted that the board is not employing ex-service men. It could not do so, of course, in

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the beginning, but as early as January 25, 1919, the following letter was sent out by Dr. Chandler, who was at that time Chief of the Division of Rehabilitation:

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
OFFICE OF THE BOARD,
Washington, January 25, 1919.

From: Chief Division of Rehabilitation.
To: All district vocational officers.
Re: Further appointments on staff.

1. In view of the fact that many soldiers and sailors are now being discharged from the military and naval service of the United States who are well qualified for positions in the Rehabilitation Division of the Federal Board for Vocational Education, the plan has been adopted of making all further appointments, so far as possible, from this class of applicants.

2. District vocational officers will kindly keep this in mind in making recommendations for appointment and in transmitting data concerning applicants for positions.

Very truly, yours,

J. A. C. CHANDLER,
Chief Division of Rehabilitation.

Then, on August 25, 1919, "Information No. 11" was sent out, stating--I am now quoting:

We feel that it would be well to have on our rolls as large a proportion of ex-service men, both disabled and nondisabled, as it is practicable to employ, with due consideration to the efficiency of the service.

As of March of this year, nearly half the male employees are ex-service men, and of those, 96 are known to have been disabled. The central office case board, which passes on all cases referred to Washington and on all appeals, is made up of 10 laymen and 6 medical officers. Of these 16 all but 1 are veterans of the World War, and the remaining 1 served in the Spanish-American War.

In the Post has often been repeated the wild assertion that the board pays $111 in salaries for every $6 paid for tuitions of disabled men. This is, of course, purposely misleading, since the tuition fee is only one of the smaller items of expenditure for the disabled men. As a matter of fact and despite the great complexity of the undertaking, the average cost of administering the rehabilitation law from the beginning—and it was, of course, relatively greater in the early stages—is only 19 per cent, and for the month of March, 1920, the administration cost was only 11.9 per cent. This percentage, as the number of men in training increases, will materially diminish.

In this connection I would like to put in the record the statement made by the auditor on the 10th of April, 1920, in which he shows that the total administration expense was $637,698.59, while the total direct expenses of the disabled men—that is, money paid on account of the disabled men—was $4,756,213.29. From that I get the 11.9 per cent.

Mr. TOWNER. You are not offering that whole paper in detail? All you want is the statement you have made, do you not?

Mr. MUNROE. Yes; the figures that justify that statement.

Mr. TOWNER. Proceed.

Mr. MUNROE. The charge was made in the Post that men are not allowed money for essential tools and supplies. This statement is not true, because an ample allowance is made, and in the case of a man taking a course in jewelry work he is allowed $250 for the necessary tools. No reasonable request, backed up by a statement of

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the employer as to the necessity of the man having these tools, is ever refused.

Finally, much has been made of the great numbers in the University of Louisiana who are unfitted for the work there. The details as of March are submitted and show that only 35 men were at that university, most of them taking special work, and with a background of previous experience fully warranting their attendance.

I have gone hurriedly over a good many of these charges, Mr. Chairman, because I did not wish to occupy too much time of the committee with this statement. I have here details as to the cases of the eight men that were referred to in a general way, giving the facts in the cases of each of them, and I would like to place that in the record, as I think it is essential to answer the charges made by Mr. Littledale.

Mr. TOWNER. It may be included in the record.

(The statement referred to is included in an exhibit incorporated in the record in the morning session of this date.)

So much for the specific charges made by Mr. Littledale; but, as I said in the beginning, while those have been disposed of by the testimony which I have given, there might still remain in the minds of the committee a feeling that the board did not exercise due zeal and activity in carrying out the work that was assigned to it. So I feel it is essential in order to clear up the situation and to dispel any such feeling that might be in the minds of the committee or any other person, to go somewhat in detail into the history of the long struggle which the Federal Board for Vocational Education made to clear up all sorts of difficulties that existed in the way of giving full and prompt justice to the disabled soldier.

From the passage of the law on June 27, 1918, to the amended sundry civil bill on July 19, 1919, a period of nearly 13 months, the board experienced every difficulty in securing cooperation and in carrying out the provisions of the law in the liberal spirit intended by Congress.

Finally, when cooperation in certain quarters proved impossible, the board had to get the law amended in order that it might give the soldiers a square deal, and when that square deal was given there were over 8,000 disabled soldiers who had been waiting anywhere from two weeks to five or six months to get into training, through no fault whatever of the Federal board.

With your permission, Mr. Chairman and gentlemen, I will go back rather early in the history of this situation in order to show that the Federal board has not only exercised ordinary zeal and interest in this matter, but has been one of the great active forces in bringing about the whole rehabilitation program and in carrying it through to what we believe to be a very successful issue.

If I may put in a personal word, as early as the first week, I think it was, in May, 1917, I was down here in Washington for the purpose of placing the resources of the Massachusetts Institute of Technology, of which I am an officer, at the service of the Government; and I took occasion to call on the Secretary of War, and I ventured to say to him that it seemed to me that among the great problems which would have to be dealt with would be that of the rehabilitation of the disabled soldiers and that of the training and furnishing of the great number of mechanics and technicians that would be necessary

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in order to maintain a fighting force. He expressed great interest, yet for one reason and another legislation providing for the rehabilitation work was not passed until 13 months later, and the preparation of mechanics and technicians in a formal way and under authority of law was not taken care of until March of the following year, so that while it has been said that I did not have much vision in this matter, it seems to me that I had at that time a great deal.

However, the Federal board was organized, as you gentlemen know, in early August of 1917; and immediately upon its organization it took up this question of the rehabilitation of disabled soldiers, because even at that early date a large number of men had been discharged, disabled in one way and another, from the camps. It first endeavored to bring about a cooperative plan, that should not need sanction of law, with the Surgeon General's Office, and week after week, and I might almost say day after day, various officials of our board held conferences with authorized officials of the Surgeon General's Office to see if we could not arrange for carrying out, in the great scheme of hospitals that was then being planned by the Surgeon General, a plan of rehabilitation which should be continuous, the man being given training from the moment that he arrived at the hospital so far as he could undertake it, and then gradually being turned over, under military authority, to the Federal board to undertake his actual training for reentrance into industry. However, it did not seem possible to bring about an informal arrangement that would be satisfactory to both sides. Therefore, on September 17, 1917, the Federal board brought the matter to the attention of Assistant Secretary Rowe and Judge Mack, who, as you gentlemen know, were the chief sponsors, outside of Congress, of the war-risk insurance act. We pointed out to them the inadequacy of section 304 of that act, which promised rehabilitation to the disabled soldier without providing either administrative machinery or money to carry out the cost of it; and it was stated to us at that time that it did not seem possible to embody anything further in that act. Nevertheless, we prepared and proposed an amendment in October, 1917, to the war-risk insurance act, which, if it had been accepted by the sponsors of that act would have put rehabilitation into effect eight months before it was actually made law. I would like to put this proposed amendment into the record, as it is an essential part of the history of this matter. Under this proposed amendment the training would have been administered, as a continuous process, under an unpaid board representing all the different interests, said board to be appointed by the President. This would have carried the plan out along the same lines now being advocated as desirable.

(The statement referred to is as follows:)

AMENDMENT TO SECTION 305 OF H. R. 5723.

Amend section 305 of H. R. 5723, a bill to amend an act entitled "An act to authorize the establishment of a Bureau of War Risk Insurance in the Treasury Department," approved September 2, 1914, and for other purposes.

SEC. 305. That in cases of dismemberment, of injuries to sight or hearing, and of other injuries commonly causing permanent disability, the injured person shall follow such course or courses of rehabilitation, reeducation, and vocational training as the United States may provide or procure to be provided, but this shall not apply in the matter of vocational training if such injured person is able to follow without such training a gainful occupation. In order to provide such a course or courses

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effectively a form or reenlistment shall be required which shall bring the injured person into the military or naval service. Such reenlistment shall entitle the person to full pay as during the last month of his actual service, and his family to family allowances and allotment as hereinabove provided, in lieu of all other compendation for the time being.

In case of his willful failure properly to follow such course or as to reenlist, payment of compensation shall be suspended until such willful failure ceases and no compensation shall be payable for the intervening period.

The President shall designate or create a board to be known, for the purposes of this section, as "The Board for the Rehabilitation and Vocational Training of Disabled Soldiers and Sailors," which shall be charged with the duty and responsibility of administering the provisions of this section. The members of such a board, if such board be designated, shall serve without pay other than their actual expenses incurred in the performance of their duties on such board. If such board be created, the President shall fix the compensation of the members thereof. The President shall from time to time assign such duties and give such power to such board to carry out the provisions of this section as he may deem necessary and shall provide for such cooperation between the work of such board and the Army and Navy Departments as he may deem advisable.

Plans for such reenlistment and for the discipline of such injured persons while following such course or courses of rehabilitation, reeducation and vocational training shall be made by the Army and Navy Departments which when approved by the President shall be put into effect subject to such changes from time to time as he may direct. Injured soldiers shall, while following such a course or courses, be subject to the discipline of the Army Department and injured sailors to the discipline of the Navy Department; but such board shall control and administer such a course or courses of rehabilitation, reeducation and vocational training.

The Federal Board for Vocational Education shall and is hereby authorized to make studies and investigations with regard to the vocational training of disabled soldiers and sailors and to incur such expenditures as may be necessary for such studies and investigations out of the appropriation for the fiscal year 1917–18 made by Congress by an act approved February 23, 1917, entitled, "An act to provide for the promotion of vocational education; to provide for cooperation with the States in the promotion of such education in agriculture and the trades and industries; to provide for cooperation with the States in the preparation of teachers of vocational subjects; and to appropriate money and regulate its expenditure."

For the purpose of carrying out the provisions of this section there is hereby appropriated, out of the moneys in the Treasury not otherwise appropriated, the sum of $100,000, for the payment of all expenses incident to the work authorized under this section including salaries of the board, of a director, and of such deputies, assistants, accountants, experts, clerks, and other employees in the District of Columbia or elsewhere, as such board may deem necessary, traveling expenses, rent, and equipment of offices, typewriters and exchange of same, purchase of law books and books of reference, printing and binding to be done at the Government Printing Office, and all other necessary expenses. With the exception of the director, and such special experts as the board may from time to time find necessary for the conduct of the work of the board, all employees of the board shall be appointed from lists of eligibles to be supplied by the Civil Service Commission and in accordance with the civil service law.

There is hereby appropriated from any money in the Treasury not otherwise appropriated, the sum of ——— million dollars to be known as the soldiers and sailors rehabilitation and vocational training appropriation for the payment of all expenditures incurred in connection with the establishment and operation of such course or courses for rehabilitation, reeducation, and vocational training, but the expenditures authorized under this section shall not include those of any moneys for the traveling expenses, services, allowances, compensation, pay or subsistence of such injured persons or for the reenlistment and discipline of such persons as herein provided.

REASONS FOR PROPOSED CHANGE IN SECTION 305 OF H. R. 5724.

1. The section is buried in a bill every other of whose many sections deal with the war risk insurance. Apparently it was inserted as a promise by Congress that the rehabilitation, reeducation, and vocational training of injured soldiers and sailors would be made. Naturally, under these circumstances, this work which is a very difficult and highly specialized problem is committed under the general terms of the bill into a scheme of organization and administration which while admirably adapted for war risk insurance is inadvisable for the proper care and education of injured soldiers and sailors.

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Section 305 should be taken from the bill and its purpose dealt with adequately by a separate measure or it should be redrawn so as to cure the defects as to organization, cooperation, and support in its present form. Because of the short time available, the latter course is undoubtedly more advisable.

2. The bill carries no appropriation to meet the expense of carrying on the course or courses for the rehabilitation and vocational training promised by the section. All the appropriations are for insurance, compensation, allowances, funeral expenses, and similar items, but none for rehabilitation, reeducation, and training. With the bill in its present form Congress would be placed in the position of having made specious promise to our enlisted men without providing a dollar to carry it out. Outside of a small part of the $100,000 appropriated for the administration of war risk insurance which might possibly be used for section 305, though in what way is not clear, the section is meaningless for want of funds. This would have to be remedied by Congress at a later session when every consideration demands immediate planning and action. Otherwise this great national duty and exigency will be left to private philanthropy and control, which the American people will never tolerate and a procedure which has not with signal failure among our allies.

3. Naturally, and probably rightly so, the director of the Bureau of War Risk will be chosen for his ability and experience in dealing with problems of insurance or pensions and not for his experienced fitness to deal with the complex problem of rehabilitating and educating disabled men and placing them in our complex social, industrial and economic life. Indeed there is no one man in the world to whom such an enormous and critical task should be intrusted. The proper handling of this task requires a proper administrative board of men well versed in the many problems involved, a scheme of cooperation which will utilize the knowledge and experience of all who have anything to contribute, including Army and Navy officers, physicians and surgeons, and civilians well versed in the problems of vocational education and of the industrial life of our country. The staff of such a board should be chosen for its ability to deal not with war risk but with the highly specialized task of restoring our injured soldiers and sailors to physical well being and economic independence.

4. Section 305 in its present form places in the hands of one man practically the entire control over the movements and the actions as well as the welfare of what may be hundreds of thousands of handicapped men. It is regrettable that such power has to be lodged in any centralized authority but there is no other way for the Government to discharge the task properly and meet its obligation to those injured in its service. But this authority should rest primarily in the hands of the President of the United States, Commander in Chief of the Army and Navy who because he is directly responsible to the suffrage of the nation should be the only person to whom such power and grave responsibility should be intrusted.

The section should be redrawn so as to locate this power and responsibility with the President and to give him the administrative board to which he may delegate such duties and powers as are necessary.

On November 22, 1917, and again in January, 1918, the board called together, through the cooperation of the Chamber of Commerce of the United States, a number of leading employers from all over the country in order to interest them at the earliest practicable date in this problem of rehabilitation of disabled soldiers, so that whenever legislation might be put through the employer would be ready to cooperate in the fullest way. I have here, but will not put it in as part of the record, the report of the first of these conferences, which was quite largely attended and carried on in the office of our board.

Nothing coming from the conferences with the Surgeon General's Office, the Cabinet members brought the matter to the attention of the President, and he suggested to the Secretary of War that a conference be called by the Surgeon General, in January of 1918, of all the persons who might possibly be interested in this matter of rehabilitation. This conference, called at the office of the Surgeon General, was in session a number of days and appointed a subcommittee to draw up a suitable bill for presentation to Congress. That committee, after a number of days' session, reported back to the full conference a measure substantially like that which was subsequently made law in June, 1918, by Congress, except that the rehabilitation work was

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to be administered by a commission of five persons representing the Surgeon General of the Army, the Bureau of Medicine and Surgery of the Navy, the Department of Labor, the War Risk Insurance Bureau and the Federal Board.

This plan was adopted by the full conference and the Surgeon General, who presided over the conference, was instructed to bring it, through proper channels, to the attention of Congress. Three months went by, however, and nothing was done. Therefore members of this subcommittee, which had made this report to the larger committee, brought the proposed bill before the Council of National Defense, making, however, the single change that instead of it being administered by a representative body of five, it should be turned over to the Federal board, an existing body, rather than to create a new commission. It is understood that the Council of National Defense adopted this proposition unanimously and presented it to the President and Cabinet, through whom it was brought to the attention of Congress.

I should like to put in the record this report of the committee on that conference, because it is a short report and shows just how the matter first took shape.

(The report referred to is as follows:)

EXHIBIT G.

REPORT OF COMMITTEE TO CONFERENCE ON RECONSTRUCTION AND REHABILITATION OF DISABLED IN MILITARY SERVICE.

The committee appointed by the Surgeon General at the conference on reconstruction and rehabilitation which met in his office on Monday, January 14, desires to submit the following report:

The committee was composed of the following representatives:

Dr. P. P. Claxton, chairman, representing the United States Bureau of Education.

Maj. Edgar King, Maj. James Bordley, Maj. Harry E. Mock, representing the Surgeon General's Office.

Maj. Franklin Martin, representing the Council of National Defense.

Past Assist. Surg. Eaton, representing the Medical Department of the Navy.

Mr. Charles A. Prosser, representing the Federal Board of Vocational Education.

Mr. James P. Munroe, representing the Federal Board of Vocational Education.

Mr. R. D. Jones, representing the War Risk Bureau.

Mr. Charles Fraser, representing the advisory committee of the War Risk Bureau.

Mr. R. M. Little, representing the United States Employees' Compensation.

Dr. Wm. A. White, representing the insane hospitals of the Department of the Interior.

Mr. W. Frank Persons, representing the Red Cross.

Dr. J. W. Schereschewsky, representing the United States Public Health Service.

Mr. J. W. Sullivan, representing American Federation of Labor.

Mr. Walker, representing United States Chamber of Commerce.

Mr. N. B. Williams, representing American Manufacturers' Association.

Mr. Royal Meeker, representing the Department of Labor.

Dr. Wm. Edsol, representing civilian, medical profession.

Maj. Mock of the Surgeon General's Office was elected secretary of the committee.

Five meetings of the committee were held, and as a result the following report was prepared, with recommendations that it be submitted to the conference. The report follows:

The conference recommends that the Surgeon General return the memorandum of the Secretary of War, by authority of which the conference was called, with the following report, said report expressing the plan which the conference recommends be adopted as a proper plan for the physical reconstruction and vocational rehabilitation of sick or wounded members of the military service.

1. As regards the undischarged member of the military or naval forces of the United States, all medical and surgical work necessary to give, as far as possible, functional and mental restoration shall be directly under the executive control of the Surgeon

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Generals' Offices of respective services. It is understood that when such medical aids as curative work shops and vocational training are needed to accomplish the above, this is included in the medical and surgical work.

2. That when, in the judgment of the medical department, the disabled member has reached as complete a state of physical and mental rehabilitation as possible, he is to be discharged from the service, if unfit for further service, full or restricted, and will pass under the control of such other agency of the Government as is or may be provided to carry on his continued rehabilitation.

NOTE. It is the sense of the conference that the facilities for treatment in military and naval hospitals should include everything required to enable members of the military and naval service to receive full mental and physical restoration in all cases where this is humanly possible, prior to their discharge from the service, and that, save in exceptional cases, this discharge should not take place prior to such full restoration or until its accomplishment seems to be improbable. No regulations should be made, or legislation enacted, to prevent the use of Army facilities by the Navy, by proper arrangements between the two departments, or vice versa, or to prevent the return of discharged members of either service to service hospitals for further treatment.

3. That a board shall be appointed by the President of the United States for the control and discussion of the work hereinafter described.

4. This board shall have executive control over the phases of the work, represented in rehabilitation of the disabled after the medical and surgical work is complete; namely, continued vocational training, when necessary; placing in employment; economic and social supervision, to see that rehabilitation is complete and so remains. It may act in an advisory capacity to the vocational officers on the Surgeon-Generals' staffs, with the view of coordinating all vocational training during convalescence, with any continued vocational training that is necessary after the man is discharged from the service.

NOTE.—Paragraphs 1 and 2 with the note under 2 indicate what in the opinion of the conference are the proper functions of the medical department of the military and naval service with regard to the matter under consideration. Nothing in any legislation which may be required to carry out the provisions of paragraphs 3 and 4 should be susceptible of an interpretation contrary to the sense of paragraphs 1 and 2 with the note under 2.

5. The following tentative draft of a bill is submitted as indicating the legislation necessary to carry out the work which will be required for members of the military and naval forces after their discharge

NOTE.—Attention is specifically invited to that part of the plan which makes the reeducational facilities available for certain civilians, not in the medical service, who may require them.

6. It is recommended that this tentative draft of the bill be adopted by the conference with whatever suggestions and amendments that the conference may see fit to offer, and that it then be referred back to the committee in order that the committee may consult with the legal advisers of the War, Navy, and Treasury Departments, and with any other departments it may wish to advise with in order that the bill may be drawn in a finished form without changing the sense of the bill. It is then to be returned to the Surgeon General with recommendations that it be referred to the Secretary of War with recommendations that it be introduced into Congress.

This was brought to the attention of Congress, and a joint meeting of the Committees on Education of the Senate and the House was held—a two days' session—at which very interesting testimony was presented, and at which the director, who at that time was Dr. Charles A. Prosser, appeared as representing the Federal Board, and pointed out both the need of legislation and the need of haste, calling attention to the thousands of men who were being discharged from the camps in large numbers. I will read a few lines of Dr. Prosser's testimony. He says:

Now, my last point is the need of haste. The War Risk Insurance Bureau is my authority for this statement. Up to this time—up to 10 days ago, at least—

This hearing was held in the latter part of April, 1918—

up to this time, approximately 15,000 men have been discharged from the service in the cantonments of this country. Of those 15,000 men, 5,000 have been discharged

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for causes other than disabilities and 10,000 for disabilities. Of those 10,000 discharged for disabilities, 4,500, or 45 per cent of the total disabilities, were discharged for tuberculosis. Now, these disabled consumptive men are going back home without the opportunity to be trained away from their old occupations where many incurred the disease.

Then he goes on with his statement. At that time—in April, 1918—10,000 disabled men had already been discharged from the camps.

Mr. TOWNER. You do not ask that all of that be reprinted?

Mr. MUNROE. No. Under the general authority granted it by the vocational education law, the Federal Board, seeing that this legislation was bound to be passed sooner or later, began making studies of the problem and published three bulletins, one in February, 1918, a number of months before the law was actually passed, entitled "A Preliminary Study of the Vocational Rehabilitation of Disabled Soldiers and Sailors"; another, in the same month, on "The Training of Teachers for Occupational Therapy," and, with the cooperation of the American Red Cross for the Disabled, in May, 1918, on "The Evolution of National Systems of Vocational Reeducation," setting forth the experience of other nations.

Therefore, when the law was finally passed, there was available a considerable body of literature. Furthermore, when it seemed fairly certain that Congress would pass rehabilitation legislation, the Federal Board secured the generous collaboration of the American Red Cross Institute for the Disabled in sending a group of interested persons to study the Canadian work for rehabilitation so that there might be no delay in starting should the proposed act become law.

As a matter of fact, most of the persons who went on the preliminary trip through Canada afterwards came into the employ of the board so that we had a small body of informed persons with which to start our work.

The rehabilitation law was passed, as you gentlemen know, June 27, 1918. Two days later a letter was sent to the Surgeon General asking his cooperation, as the act enjoins, in securing a continuous process of rehabilitation by admitting agents of the board to the hospitals to talk, under proper regulations, with such disabled men as were slated for discharge. This authority, despite repeated conferences with Army officials and almost daily urging from the board of the fact that, to make the law effective, disabled boys should be seen and "bucked up," was not given until December 11, 1918, nearly six months later. I would like to put in the record letters to the Surgeon General.

Mr. TOWNER. Perhaps one would be sufficient.

Mr. MUNROE. They follow the thing up so as to show that we were not negligent in trying to get his cooperation. As late as October 26, the director of the Federal board could not even get an accurate list of the hospitals in which men with whom we were charged with responsibility for under the law were to be found.

Mr. TOWNER. What year?

Mr. MUNROE. 1918. I would like to put in the record a letter in which we asked for that information.

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(The letter referred to is as follows:)

EXHIBIT J.

OCTOBER 26, 1918.

From: Chief Division of Rehabilitation.
To: Dr. L. D. Coffman, Surgeon General's Office, United States Army, Washington, D. C.

DEAR DR. COFFMAN: Might I ask you to furnish us with a list of all hospitals which are supposed to carry on reconstruction work? Among the several lists which we have there are none from which we can bring together all of the hospitals carrying on reconstruction work with any degree of certainty of it being an accurate one.

Therefore, we find ourselves under the necessity of making the above request, and hope that you will be able to give it to us without too much trouble.

Very truly, yours,

_____,
Chief Division of Rehabilitation.

Information given by Dr. L. D. Coffman, of the Surgeon General's Office, on Oct. 29, 1918.

General hospitals:	Bed capacity.
Hot Springs, Ark	266
Fort Bayard, N. Mex.[1]	1,680
San Francisco, Calif.[1]	1,224
Walter Reed, Takoma Park, D. C.[1]	1,690
No. 1, Williamsbridge, N. Y	1,082
No. 2, Fort McHenry, Md.[1]	1,200
No. 3, Colonia, N. J. (Rahway)[1]	1,600
No. 4, Fort Porter, N. Y	237
No. 5, Fort Ontario, N. Y	660
No. 6, Fort McPherson, Ga.[1]	1,200
No. 7, Roland Park, Md. (blind)[1]	102
No. 8, Otisville, N. Y.[1]	579
No. 9, Lakewood, N. J.[1]	932
No. 11, Cape May, N. J.[1]	700
No. 12, Biltmore, N. C	451
No. 14, Fort Oglethorpe, Ga	1,300
No. 15, Corpus Christi, Tex	252
No. 16, New Haven, Conn.[1]	500
No. 17, Markleton, Pa.[1]	130
No. 18, Waynesville, N. C.[1]	202
No. 19, Azalea, N. C.[1]	840
No. 20, Whipple Barracks, Ariz.[1]	153
No. 21, Denver, Colo	292
No. 22, Richmond, Va	1,000
No. 25, Fort Benjamin Harrison, Ind	500
No. 26, Fort Des Moines, Iowa[1]	1,232
No. 27, Fort Douglas, Utah	150
No. 28, Fort Sheridan, Ill	198
No. 29, Fort Snelling, Minn	278
No. 30, Plattsburgh Barracks, N. Y.[1]	900
No. 33, Fort Logan H. Roots, Ark	500

(Additional letters were submitted to be inserted in the record, as follows):

EXHIBIT I

JUNE 29, 1918.

From: The Director, Federal Board for Vocational Education.
To: The Surgeon General, War Department, Washington, D. C.

SIR: I have the honor to inform you that the bill placing the responsibility for the vocational rehabilitation of disabled soldiers and sailors upon the Federal Board for Vocational Education was duly signed by the President on Thursday last, June 27, 1918.

[1] Hospitals in which reconstruction work has been started.

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As it will take a little time to complete our organization throughout the country, and as cases of disabled men requiring vocational reeducation are already being brought to the attention of this board, it is proposed that, pending the completion of our general organization, each case shall be dealt with directly by this office.

I beg, therefore, to make the following requests:

1. That an order be issued whereby a properly accredited representative from the Federal Board may, at any time, have access in a hospital to any case which appears likely to be a subject for reeducation or placement under the powers and duties of the Federal board under the act.

2. That an order be issued whereby the Federal board will receive notification of the probable date of discharge from a reconstruction or other hospital of all men who may be subjects for the services of the Federal board, whether for reeducation or placement in some position in civil life, not less than 21 days previous to the probable date of discharge.

Your early attention to these requests will be appreciated.

Yours, very truly,

_____,
Director.

WAR DEPARTMENT,
OFFICE OF THE SURGEON GENERAL,
Washington, July 3, 1918.

From: The Surgeon General, United States Army.
To: The Director of the Federal Board for Vocational Education, Washington, D. C.
Subject: Issue of orders for representatives of the Federal board giving authority to interview disabled soldiers in military hospitals.

1. The Surgeon General directs that the statement be made to the Director of the Federal Board for Vocational Education that his letter has been received, and that the subject has been referred to the proper authority for consideration and reply, which will be made on or before the 8th or 9th of July, 1918

FRANK BILLINGS,
Colonel, Medical Corps, National Army.

WAR DEPARTMENT,
OFFICE OF THE SURGEON GENERAL,
Washington, July 15, 1918.

From: The Surgeon General, United States Army.
To: The Director of the Federal Board of Vocational Education, Washington, D. C.
Subject: Delay in reply to letter dated June 29, 1918.

1. Referring to letter of the Surgeon General of July 3, 1918—Subject: Issue of orders for representatives of the Federal board giving authority to interview disabled soldiers in military hospitals.

2. I am directed to say that the matters therein mentioned have been found to require more extended consideration than was at first thought; that a definite reply will be given you at the earliest date practicable.

For the Surgeon General:

FRANK BILLINGS,
Colonel, Medical Corps, National Army.

WAR DEPARTMENT,
OFFICE OF THE SURGEON GENERAL,
Washington, September 25, 1918.

From: The Acting Surgeon General, United States Army.
To: Commanding officer.
Subject: Cooperation with the Federal Board for Vocational Education in the reeducation of disabled soldiers.

1. The Federal Board for Vocational Education is charged by act of Congress, approved June 27, 1918, with the reeducation of certain men after their discharge from the Army. Such work is optional with the men. Those eligible for reeducation are indicated by the following portion of section 2 of the act:

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"Every person * * * who, after his discharge, in the opinion of the board, is unable to carry on a gainful occupation, to resume his former occupation, or to enter upon some other occupation, * * * shall be furnished by the said board, where vocational rehabilitation is feasible, such course of vocational rehabilitation as the board shall prescribe and provide."

2. It is to be noted that the work of the Federal Board begins with men after their discharge from the Army. The board is not directly concerned with the educational work in the hospital. This is fully under the charge of the Surgeon General whether given for therapeutic purposes or for vocational preparation for special or limited army service.

3. All necessary cooperation with the Federal Board for Vocational Education is desired in the case of men who, after hospital treatment, will be discharged from the military service. The board has already been given permission to have representatives visit several hospitals to give to such patients as are sent to them information regarding the possibilities in reeducation. It is expected that similar permission will be given for other hospitals as soon as satisfactory persons are selected.

4. The representative of the Federal board in his work in a hospital will be governed by such regulations as the commanding officer may make, his action being based on this letter of instruction. The representative may, of course, be withdrawn at any time by the Federal board, and permission for his entry may be withdrawn by the Surgeon General if sufficient reason for such withdrawal develops. It is suggested that duplicate copies of any recommendations he may make to the board regarding patients be requested for the hospital files.

5. The plan already in operation for cooperation with the Federal board agent at Walter Reed General Hospital has been approved. He is given a place in a convenient office to interview patients. Patients, as soon as recommended by the S. C. D. Board for discharge to civil life, are sent to this office to confer with him. Information relative to each man's educational and occupational history is furnished by the chief educational officer of the hospital; also a statement of the educational and vocational work done by a patient in the hospital, and any recommendations relative to the future education or occupation of the man that the educational officer desires to make. Neither the military nor the medical history of the man is furnished to the representative of the Federal board as this is contrary to regulations. The representative of the Federal board is not given permission to interview patients in the wards nor are any patients sent to him for interview or conference except those already recommended for discharge by the S. C. D. Board.

6. This letter governs until further orders.

By direction of the Acting Surgeon General:

ROBT. E. NOBLE,
Brigadier General, Medical Corps, United States Army.

Mr. MUNROE. Meanwhile, by the special favor of certain commanding officers and by the zealous endeavors of Col. Billings, of the Surgeon General's Office, we were able to get, on sufferance, into one hospital here and another hospital there, and to talk to a few of the boys that they were positive would not be needed for any kind of service, since they were so far disabled that there was no possibility of their doing any kind of military service. But this was only on sufferance, and as I say it was not until December 11, nearly six months after the law was passed, that we were given authoritative admittance to the hospitals at all.

Therefore, we sent three men over to the other side in the hope that we would be able to get into hospitals there, and bring to the attention of disabled men the plan which the Government had made for their rehabilitation. These men were sent over in the fall of 1918, and were hospitably received by Gen. Pershing and his officers, and through them we got in direct contact with between 50,000 and 60,000 disabled men in the hospitals abroad, and through the cooperation of the Red Cross we got the word of what the Government was proposing to do in the way of rehabilitation to practically every man in the foreign hospitals, and also on the transports coming back. If it had not been for this move on our part, many, many thousands

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of men would have been discharged from the hospitals without any knowledge whatever of the rehabilitation law.

In the hope that the armistice would remove the main objection to our entrance to the hospitals, the board on November 15 addressed a communication to the Secretary of War, asking for such admission. This was replied to cordially on December 5, and on December 11 the order already noted was issued. Even then, however, many commanding officers, on the plea that civilians were not properly admissible to military hospitals, refused to admit the agents of the Federal board, so that as late as January 2, 1919, we had to send a telegram to all our districts confirming the authority for their men to go into the hospitals.

The armistice resulted, however, as you know, gentlemen, in a scramble to get out of the Army; and one of the chief delays in getting disabled men into training has been because thousands of those boys, to get out of hospital, took oath that they had no disability. We have been, therefore, in the curious position in thousands of cases of having to prove that the boy did not tell the truth when he swore, in order to get out of the hospital, that he was not disabled. So we have had to go to all the work of not only getting hold of the boy but of proving that he ought to have training under the law.

Furthermore, we were assured, even as late as some time after the armistice, that the number of discharge points would be only 15 or 20. Yet the scramble to get out of the Army was so great that they kept increasing those almost daily, until at one time, in the State of New York alone, there were 120 discharge points from which disabled boys were being sent out. It was our job, as far as we could do it, to try to cover all that great multiplicity of unexpected discharge points. Finally, on December 31, 1918, the War Department issued a general order, permitting any man to leave the hospital if he could procure witnesses to the effect that he would be taken care of, no matter what might be his state of disability. I would like to put that in the record because it is an important exhibit.

(The order referred to is as follows:)

EXHIBIT M.

Circular No. 188.

WAR DEPARTMENT,
Washington, December 31, 1918.

INTERPRETATION OF INSTRUCTIONS RELATIVE TO THE DISCHARGE OF DISABLED SOLDIERS.

1. In order that the provisions of paragraph 2, section 11, Bulletin No. 36, War Department, 1918, may not unduly retard the discharge from the service of men clearly unfit for military service, the following interpretation of the spirit of this paragraph is published:

(*a*) Subparagraph (*a*) is intended to provide for the complete cure or maximum restoration of men incapacitated because of military service. Subparagraph (*b*) is intended to provide for the retention in the service of such disabled men until such time as their maximum restoration has been obtained. There will be many cases that will not be benefited by further sojourn in hospitals, convalescent centers, or development battalions. These should be promptly discharged. The surgeon who has the case in hand must be the judge as to whether or not maximum restoration has been secured, or if, after treatment in the hospital in which the patient is located is completed, the case will be further benefited by transfer to another hospital, convalescent center, or development battalion. Cases which, in the opinion of the surgeon, will be further benefited should be promptly transferred.

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There will, furthermore, be many cases of disabled men who either possess funds or who have relatives or friends in position to afford them specialized care after discharge. In these cases disabled men may be discharged, but not until the responsible commanding officer has fully determined that continued treatment and care is assured. The fact that a man (his continued treatment and care being assured) is being discharged, either at his own request or at the request of the relative or friend, will be noted on the report rendered in connection with the soldier's physical examination prior to discharge. This notation will include the names and addresses of the persons assuming responsibility for such continued treatment and care.

The provisions of paragraph 2, section 11, Bulletin No. 36, War Department, 1918, as interpreted above, will govern both for officers and enlisted or drafted men. In this connection, convalescent centers and development battalions are intended for enlisted or drafted men only.

(*b*) The provisions of paragraph 1, Circular No. 93, War Department, 1918, intend that the cases of all men who have acquired a lower physical standard than that given them when they entered the service, shall be promptly acted upon by the board of review in order that men may be discharged immediately after the board of review certifies that the maximum improvement has been obtained or that physical disabilities have not been exaggerated or accentuated as a result of service in line of duty. Instructions on page 4, Form No. 135-3, A. G. O., should be harmonized accordingly.

2. During the demobilization of the present Army, commanding officers of general hospitals will dispose of patients in such hospitals who are enlisted or drafted men, as follows:

(*a*) Men who entered the service since April 1, 1917, and who, after hospital treatment, are fit to return to full duty, will be sent for discharge to the demobilization center nearest their place of entrance into service as indicated in Circular No. 106, War Department, 1918, amended by Circular No. 122, War Department, 1918.

(*b*) Men, without regard to date of entry into the service, who have since become disabled, or who had disabilities prior to their entrance into the service which have been aggravated or made worse by service, said disabilities not being due to their own misconduct, will be transferred to convalescent centers as prescribed in Circular No. 90, War Department, 1918, amended by Circular No. 183, War Department, 1918, providing further benefit can be expected by additional treatment, training, and hardening processes.

(*c*) Men, without regard to date of entry into the service who have become disabled either prior to or since entry into the service, due to venereal disease and who need further treatment but do not necessarily require hospital care, will be transferred to the development battalion nearest their place of entrance into service.

(*d*) The cases that can not be benefited by further treatment in hospitals or by transfer to convalescent centers or development battalions, will be discharged on Form No. 17, A. G. O. (certificate of disability), in accordance with existing instructions. Existing instructions will govern in the discharge of all cases of disability due to their own misconduct.

(*e*) Men who entered the service on or before April 1, 1917, who become fit for full duty, will be returned to their organizations if said organizations belong to the Regular Army and are stationed in this country. All other such men, except those belonging to the Cavalry and those whose branch of service is not represented in the Regular Army, will be sent to the nearest appropriate units of the 8th and 20th Divisions inclusive, or to the nearest appropriate unit in the Regular Army in the United States not in those divisions. The names of such enlisted men in the Cavalry will be reported to the commanding general Southern Department for assignment. Those whose branch of service is not represented in the Regular Army will be sent to the nearest depot brigade. Men of these classes transferred will be assigned or attached to appropriate organizations in their present grades.

(*f*) Commanding officers of general hospitals are authorized to transfer direct the cases enumerated in subparagraphs (*a*), (*b*), (*c*), and (*e*), above, and such other cases as may need treatment which can be given only in another hospital.

3. Whenever Form No. 17, A. G. O., is used in lieu of Form No. 135-3, A. G. O., a carbon copy will be prepared and transmitted to the Bureau of War Risk Insurance, as provided for in paragraph 2, Circular No. 73, War Department, 1918.

4. The designation "Oversea convalescent detachments," as provided for in Circular No. 90, War Department, 1918, is hereby changed to "Convalescent centers." They will be used as concentration points, not only for oversea convalescents but for convalescents from the forces in this country, including the few remaining cases in development battalions whose disabilities are not due to their own misconduct. The quarters selected for convalescent centers should be selected in an attractive part

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of the camp, and, whenever practicable, should be near the various welfare centers conducted by the Y. M. C. A., the American Red Cross, and other civilian organizations.

5. In view of the signing of the armistice, and of the above provisions, the necessity for development battalions, as organized under General Orders No. 45, War Department, 1918, ceases to exist except for the further treatment of venereal cases and for men held for reasons other than physical disability who are awaiting discharge. Experienced personnel no longer needed in development battalions should be utilized in convalescent centers. In this connection, as stated in paragraph 4, Circular No. 90, War Department, 1918, it is only by thorough cooperation on the part of line and medical officers that the best results can be obtained. The results desired are the maximum restoration of these men in the shortest time possible. Therefore, the assignment to physical drill, exercises, fatigue, the granting of passes or furloughs, etc., should be made only after consultation between the responsible line and medical officers.

(220.811, A. G. O.)

By order of the Secretary of War:

PEYTON C. MARCH,
General, Chief of Staff.

Official:

P. C. HARRIS,
The Adjutant General.

Mr. MUNROE. That, of course, resulted in thousands of boys getting out of the hospitals in every possible physical state and with practically nobody to look after them. The result was that in January and February, 1919, there would have been—and there were, I am sorry to say, a few instances—there would have been thousands of instances of disabled boys begging on the streets if we had not secured the active cooperation of the Red Cross and the various other agencies to take care of these boys until we could get authority to look after them. It was at that time that we persuaded the Elks to establish their fund as one means of taking care of those disabled boys who were coming out of the Army and whom we could not take hold of under the law until they should be judged compensible by the War Risk Insurance Bureau. We were perfectly helpless since we could not touch those boys until the bureau had decided that they were compensible under the law.

Meanwhile the board had established, without any difficulty, close cooperative relations with the Navy Department and with the United States Employment Service of the Labor Department. That, as you know, gentlemen, later was made less effective by the fact that the appropriations were very seriously cut down, so that they had to greatly reduce the number of their offices.

I want to say that from the beginning we had absolutely splendid relations and have kept them up ever since with the Navy and with the Department of Labor.

One of the things that we did at this time in order to try to get hold of the boys—but pardon me for going back. Another reason we sent those men abroad was in the hope of getting at the boys, even though in many cases we could not reach them at all in the hospitals, and so we had issued and sent out between 5,000,000 and 6,000,000 pieces of literature, using every possible agency that we could find in order to bring this literature to the attention of the disabled boys. We are still cooperating with agencies such as the American Red Cross, the Elks, the Y. M. C. A., the Knights of Columbus, the National Catholic War Council, and the Jewish Welfare Board. All of these agencies have cooperated with us most magnificently from the beginning.

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One of the things that we tried as a means of getting the details before the boys was to send communications to the clerks of all the local draft boards throughout the country asking for lists of disabled men, and we sent at the same time a package of cards asking them to send us on these post cards the names of any disabled boys that they might be in the way of knowing about.

So much for the general situation. As to our dealings with the Bureau of War Risk Insurance, I am very loth to present this statement, because had it not been for this investigation we would not have brought it out. Yet it seems essential, as a part of the story of what we have been through, to give a detailed statement of our relations with the Bureau of War Risk Insurance. The law of June 27, as you know, provides that every person "entitled to compensation under article 3 of the war-risk insurance act" should have attention from the Federal board, and that when a course of training is provided he "shall, while following the same, receive monthly compensation equal to the amount of his monthly pay for the last month of his active service."

From the beginning we contended with the War Risk Insurance Bureau that the plain meaning of the law was that we should take hold of a man for his vocational rehabilitation whenever it was clear that he had suffered such injuries as to be compensable under the law. The bureau, however, took the attitude that we could not do anything, could not touch that boy, until he was actually in receipt of compensation from the bureau. Furthermore, we maintained that the real meaning of the receiving "of monthly compensation equal to the amount of his monthly pay for the last month of his active service" was that he should receive the pay and allowances which he received in the Army, permitting him to maintain himself. The bureau, however, took the attitude and maintained it strenuously, although we brought the thing up to them again and again, that it should pay the man simply the $30 a month, the actual money that he would have received in the Army. This, we contend, was quite other than the meaning and intention of Congress in passing this law. Because of the bureau's interpretation we had to set up a double system of payments for these boys.

That is to say, we had to establish a system of reenforcement of the $30 received from the War Risk Insurance Bureau so that that boy could live while he was taking training under us. Of course, like any dual system, that resulted in very great delay and all sorts of complications, especially as we could not, as I think I said, do anything for that boy in the way of training until the bureau had actually decided that he was entitled to compensation. In order that the boy might be able to live, we had to set up a system of additional payments. First, we made it $35 and then we raised it to $45, making a total of $75, and then, finally, by the Congress, it was raised to $80.

We presented this matter to the Bureau of War Risk Insurance even before the law was passed. On June 24, 1918, we called attention to our interpretation of the law and maintained that, if the law were to be made a workable thing, the bureau would have to pay the boy the full amount necessary to maintain him. The War Risk Insurance Bureau, however, persistently refused to accept this construction of the law, with the result, as I have said, that no man

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could be placed in training until the Bureau of War Risk Insurance was actually ready to pay him compensation. This original refusal of the War Risk Bureau to interpret the law in the liberal spirit which the board urged, and its later refusal, under the directorship of Col. Lindsley, afterwards one of the founders of the American Legion, to cooperate in getting quick action for the soldiers by placing War-Risk agents in the district offices, resulted in conditions such that, when relief was finally obtained through the amendment of July 11, 1919, over 8,000 men were waiting to be placed in training, many of them having been denied training for months, because the congestion in the War Risk Bureau had made it impossible for their compensable status to be determined. Day after day these men would come to the board's offices only to be turned away by us with the utmost regret because the War Risk Bureau had not yet authorized their compensation and we could not undertake their training.

In regard to the placing of War Risk Insurance agents in our offices we brought the matter to the attention of Col. Lindsley again and again. They, as you know, at that time had only a central office here in Washington. We said, "if you will put your agents in our district offices and suboffices with authority to pass upon perfectly evident cases, such as those of amputation, cases where there was absolutely no doubt whatever, we will even go so far as to pay the salary of those agents, and if you will put a medical man to pass upon medical problems, we will go so far as to pay for that if the War Risk Bureau has not the money to compensate them. But this was refused, and so the situation got worse and worse. It got so bad, finally, in the spring of 1919 that we, for awhile, practically ceased trying to make plans for the vocational rehabilitation of the soldiers because the crowd of discontented men for whom the training had been arranged, were getting desperate and until an award was made by the bureau nothing could be done for them. That crowd was getting all the time larger and more discontented and it did not seem desirable to simply increase that discontent by arranging training for thousands of men when we knew it would be impossible, under the situation in the War Risk Bureau, to get them into training. Hundreds of the more desperate cases of need under this situation were taken care of through help either from the Elks' fund or by the device which we got up in the spring of 1919, namely, that of the receiving stations. We so far stretched the law as to take those fellows who were in a desperate situation and put them into receiving stations on the plea that their cases needed examination and study. While in the receiving station we supported them out of our funds.

In that way we kept hundreds and even thousands of boys off the streets. It is to be noted, however, that in many cases where the board put a disabled soldier in some temporary employment to tide him over, the bureau used the fact of his employment as a reason for refusing compensation, thus placing a premium on idleness. Moreover, in many cases of placement training in which the practice of the shop allowed the learner a nominal wage, the bureau reduced compensation by the amount of that wage.

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If we advised boys to get something to do until compensation should be awarded or helped them to get it, in hundreds of cases, that was used as a reason for not giving them compensation, thus placing, as I said, a premium on idleness, for there was no question, if they stayed idle, of their being awarded compensation, provided the other conditions permitted of it.

Moreover, in cases where we put boys in placement training in which it was the practice of the shop to allow the boy some little amount of money in the way of a wage, the bureau actually reduced the boy's compensation by the amount that he was receiving in the shop. Furthermore, they frequently harassed disabled soldiers whom we put in training by ordering them to have a new physical examination and threatening to take away their compensation on the ground that they had recovered from their disability or that, as I have stated in these other cases, where they were earning a little wages; thus actually usurping the authority of the Federal Board.

The board was in almost constant conference with various officials of the Bureau of War Risk Insurance, both individually and collectively, striving to clear up this bad situation. It helped thousands of boys to get compensation. It is a small estimate to say that the cost of helping boys to make out their claims for compensation under the War Risk Insurance Bureau was at least $100,000.

The board resorted to all kinds of subterfuges in order to take care of the boys until the bureau should determine their compensability statuts. It made all sorts of offers to help the bureau, but finally the situation became so intolerable that there was nothing to do but to ask for the divorce legislation, which we did ask for.

I will just run over hurriedly some of the steps taken, to show you this.

On September 5, 1918, we made a suggestion that there be a joint committee to bring about cooperation between all these different agencies. The other boards did not accept it.

On September 17 we asked for a conference with Assistant Secretary Love, of the Treasury Department, who had special charge of the War Risk Bureau work, with a suggestion of procedure, which, if followed, would largely have remedied the situation. I would like to emphasize that, because it shows that the situation could have been handled.

From September to November, 1918, we brought about an informal arrangement between Mr. Houlihan of the War Risk Insurance Bureau and Dr. Prosser, the director of the board at that time, under which a great many cases were put into training through the checking by the bureau of a slip which we sent to them. That was, in cases that we believed compensable and that we knew ought to have vocational rehabilitation, we would make out a slip and send it over to Mr. Houlihan, who would check it as a permit for us to go ahead with the boy's training and implying that sometime that boy would be awarded compensation. This went on for several months and was a fairly satisfactory arrangement, so far as an underhand arrangement of that sort can be satisfactory. But unfortunately, later when it was discovered by officials higher up, it was repudiated and many of these pink slips were sent back as not being compensable under the law, and great embarrassment to us and to the boys arose.

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On November 15, 1918, a formal agreement was signed by Mr. Houlihan, representing the bureau and Dr. Chandler, who was at that time in charge of the rehabilitation work for our board, for the prompt exchange of certain forms which would have permitted 24-hour service in putting thousands of cases into training. I would like to put in the record that agreement because it is absolutely essential to the whole thing.

(The agreement referred to is as follows:)

EXHIBIT V.

MEMORANDUM OF AGREEMENT BETWEEN THE WAR RISK INSURANCE BUREAU AND THE FEDERAL BOARD FOR VOCATIONAL EDUCATION, COVERING PROCEDURE UNDER THE VOCATIONAL REHABILITATION ACT.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, November 15, 1918.

1. Immediately upon receipt of application for compensation from disabled men, Form 77–A will be prepared by the bureau and forwarded to the board in duplicate. When additional information is received, or changes occur in data given, such additional information or changes shall be reported to the board in duplicate, on supplementary Form 77–B, by the bureau. Questions on Forms 77–A and 77–B, identical to questions appearing in physician's report, will be answered in the exact language contained in such report.

2. When representatives of the board obtain contact with disabled men who have not already submitted application for compensation, such representatives will have man execute Form 526 of the bureau. To this application will be attached a copy of the honorable discharge of the man, certified by a responsible official of the board, together with a report of the physical examination of the claimant made by a Government official, as required by the war risk insurance act. If it be impracticable to have such examination made by a Government medical officer, the claimant may appear before a reputable physician, selected by the bureau or the board, for the purpose of making the required examination, and the report of same may be rendered on Form 504, or in terms stating the results of such examination as ordinarily employed in making the reports of physical examinations.

3. A representative of the board will be permitted to examine the files and indexes of the bureau under the direction of persons in charge thereof, and copy from such files such information in regard to cases as may be desired by the board. A similar privilege will be granted by the board to a representative of the board.

4. The bureau will advise the board immediately on Form 77–B when final determination has been made with respect to the allowance or disallowance of any claim for compensation. Upon the request of the board, in emergency cases where application for compensation, certification of discharge and physician's report have been received by the bureau, determination as to whether or not the case is compensable will be expedited and decision rendered within 24 hours.

5. When disabled man commences training, Form 107 of the board, "Notice of commencement of course," accompanied by Form 116–A, "Application for family allowance," will be forwarded to the bureau by the board, and within 48 hours after the receipt of this notice the bureau will either approve or disapprove the payments indicated on such notice to be paid by it and advise board of its action. When approved, payments will be made monthly and first check will cover period from date of commencement of course to first of ensuing month. In cases where course has been commenced prior to the first of the month and notice is received subsequently to the first, check covering period from date of commencement of course to first of month will be forwarded immediately.

6. If it should develop that the payments to be made by the bureau should be changed for any reason, the board will advise the bureau of this fact on Form 107–A.

7. Upon completion of course of disabled man, the bureau will be advised of this fact by the board on Form 107–B.

8. As it is the duty of the bureau under the war risk insurance act to furnish artificial limbs, trusses, and similar appliances to disabled men (sec. 302, par. 3), and the duty of the board, under the vocational rehabilitation act, to furnish necessary mechanical appliances in special cases, it is understood that the bureau will furnish such artificial limbs, etc., as may be necessary on account of injuries received in the

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service, and the board will furnish such special appliances as may be required by the disabled men in the performance of the vocations for which they have been trained. When cases come to the attention of the board wherein it appears that artificial limbs or other appliances are needed because of war disabilities, notice of such cases will be furnished to the bureau by the board.

H. C. HOULIHAN,
Chief Compensation Division, Bureau of War Risk Insurance.
J. A. C. CHANDLER,
Chief Division of Rehabilitation, Federal Board for Vocational Education.

Paragraphs 2 and 8 approved.

CHAS. E. BANKS,
Chief Medical Adviser, Bureau of War Risk Insurance.

Mr. MUNROE. That agreement, if carried out, would have straightened out the whole thing. This agreement that Mr. Houlihan of the War Risk Bureau and Dr. Chandler of our board drew up provided for the exchange of certain documents although the actual compensability of the boy had not been determined upon, for the exchange of certain forms so that our putting the boy into training would have been legalized; and if that had been carried out it would have permitted in many cases 24-hour service. But, as a matter of fact, this plan was never lived up to by the bureau and the 24 hours stretched into weeks and sometimes months.

On January 14, 1919, Dr. Chandler sent a communication to Col. Lindsley urging that a responsible official of the bureau be placed in each of our district offices to determine compensability and that a doctor, appointed by the bureau, be placed in each of those offices to decide the boy's disability status. The board agreed to pay these officials. This offer was, however, declined. I would like to put that in the record because that is a very essential part of it, sir.

Mr. TOWNER. You have stated just exactly what that is. I am trying to save this record as much as I can. Is there any necessity for that to go in?

Mr. MUNROE. If you think my statement is sufficient.

Mr. TOWNER. If anybody challenges your statement, you have the document to prove it.

Mr. MUNROE. On March 27, 1919, another formal communication was sent to Col. Lindsley, who was at that time head of the bureau, pointing out the difficulties of the situation and suggesting remedies. After some weeks this letter was answered, declining to adopt the recommendations.

On April 23, 1919, the vice chairman sent a formal letter to Assistant Secretary Shouse, accompanied by seven communications specifying in detail the intolerable difficulties which the attitude of the bureau had brought about and asking for immediate and specific action and rulings. I think it would be rather desirable to read that letter because that sets forth the situation, and I think it is quite essential to read it.

Mr. TOWNER. Yes.

Mr. MUNROE (reading):

EXHIBIT Y.

APRIL 23, 1919.

HON. JOUETT SHOUSE,
Assistant Secretary of the Treasury, Washington, D. C.

MY DEAR MR. SECRETARY: In accordance with your request that I send for your consideration and that of the Secretary of the Treasury a formal communication covering substantially the points brought forward in our interview of Thursday, April 17, I beg to say that, in our opinion, the very serious delays which are taking place

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in getting disabled soldiers, sailors, and marines into the training prescribed and provided for by the Congress are largely due to inadequate functioning between the Bureau of War Risk Insurance and the Federal Board for Vocational Education.

These delays are fomenting widespread dissatisfaction and complaint among disabled men, their relatives, and friends, are arousing anxious inquiry on the part of Members of Congress as to the reason therefor, and are giving color to rapidly growing feeling that the Federal Government is showing indifference toward the present and future welfare of young men who have not only put their lives in jeopardy, but have actually suffered wounds and disease in the defense of their country. These unhappy conditions are being further aggravated by seemingly needless delays in the transmitting to men adjudged compensable and placed by the Federal board in training, of checks due them, under the law, from the War Risk Insurance Bureau.

Since disabled soldiers, their friends, and the public in general do, and can, make no distinction among various departments of the Government, failure on the part of any governmental service to function either within itself or in cooperation with others reflects upon the efficiency of the entire Federal machine, and all of us suffer in common a condemnation, which is growing every day more serious; the impression is rapidlyly gaining ground that the Federal Government in this important matter is both inefficient in its methods and ungrateful in its attitude.

Feeling convinced that the delays which are engendering this unfortunate state of the public mind are due mainly to an inadequate carrying out, both in letter and in spirit. of the express provisions of the vocational rehabilitation act, to the absence of specific rulings and decisions as to the procedure of the War Risk Insurance Bureau, to reversals of or changes in rulings arleady made by the bureau, and to failure to carry out certain definite agreements between the bureau and the Federal board as to procedure, we sought, late in March, an interview with Col. Lindsley and certain members of his staff, on which occasion a number of suggestions tending, in our opinion, to the remedying of these difficulties were brought forward. These were subsequently embodied in a communication addressed to Col. Lindsley by Dr. Prosser, director of the Federal board, under date of March 27 (copy appended marked "Exhibit A").

On April 9, Director Prosser being absent from Washington, Dr. Chandler, chief of the division of rehabilitation, and I, were asked to confer with Col. Lindsley in the presence of various members of our respective staffs. This was for the purpose of considering item by item a proposed reply to the communication of March 27, which reply has, however, not yet been received by Dr. Prosser.

While highly appreciating the courtesy of Col. Lindsley in giving us opportunity to discuss his projected answer, Dr. Chandler and I felt constrained to dissent rather vigorously from the proposed decisions embodied therein, and I ventured to state that while, of course, we must accept whatever decisions as to cooperative procedure the War Risk Insurance Bureau might make, I felt it incumbent upon me to call Col. Lindsley's attention to the rapidly rising discontent with the Government because of its slowness in dealing with the disabled soldier, and to warn him that very serious consequences might flow out of those decisions.

More than a week having elapsed after this interview with Col. Lindsley without that proposed, or any other, reply to Dr. Prosser's communication of March 27 having been received, and the situation throughout the country as reported by our 14 district and 7 subdistrict offices, becoming every day more serious, my colleague, Mr. McIntosh, and I called upon you on April 15 to place before you what seems to the Federal board a very grave situation. The main points which you so courteously allowed us to present at that interview are as follows:

1. Owing to the fact that, despite repeated requests on our part and our expressed willingness not only to assume the expense but also to find the physicians, the bureau has not considered it possible to place, in our 14 main district offices, a medical man acceptable to the bureau and clothed with authority to pass upon the many medical questions every day arising in those offices, weeks and even months may go by and do go by without our receiving any decision as to a soldier's medical status. At the meeting of April 9 it was stated by Col. Banks that physicians of the Public Health Service are to be found in 12 out of the 14 cities in question, that such medical officers would be placed in the remaining two and that he had, within a few days, issued a general order giving these physicians authority to represent him, thus avoiding the necessity of sending all medical questions to Washington for decision. While agreeing that the clothing of these Public Health officers with authority would expedite matters, we called attention to the fact that these physicians are usually located at some distance from our regional office; that they have many other duties besides that of dealing with disabled soldiers, and that they are entirely out of touch,

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not only with the procedure of our rehabilitation office, but with the vocational, social, and other problems deeply involved in every case of soldier disability. In other words, these officers of the Public Health Service deal with a soldier purely from the medical standpoint and with little or no understanding of or regard for his social or vocational future.

2. A large proportion of the delays experienced in getting disabled soldiers and sailors into training could, in our opinion, be avoided were there placed in each of our district offices a representative of the War Risk Insurance Bureau competent to pass, in all ordinary cases, upon the compensability and the degree of compensability of all disabled men presenting themselves at the office, the action of these men to be based upon specific rulings and decisions as to procedure formally issued by the Bureau of War Risk Insurance. Such an agent would of necessity refer complicated cases to the Washington office of the bureau, and his decisions would always be subject, of course, to review, and especially to reversal through discovery that the disability had not been incurred in line of duty. For the sake of expediting matters, the board has expressed itself as being entirely willing to assume responsibility in all cases erroneously decided by such a district agent of the War Risk Bureau, and to carry men finally decided to be noncompensable upon the special fund provided by the Benevolent and Protective Order of Elks. At the meeting of April 9, Col. Lindsley expressed himself as being totally unwilling to delegate even partial authority and as making it a fundamental condition that every case be first passed upon by the Washington office of the bureau.

3. The centering of all authority and responsibility in the Washington office of the bureau, and the requirement that one official in each department give personal attention to every question of compensability, no matter how routine or even trivial, has resulted in a congestion which causes many and serious delays not only in determining a man's compensability but also in getting the machinery of training in motion after he has been declared compensable. (In this connection, see attached Exhibits B, C, D, and E.)

4. A further effect of this congestion is shown in the delays in receiving their checks experienced by disabled soldiers whose compensability has been affirmatively passed upon, who have been placed in training, and in regard to whom Form 107 has been approved by the War Risk Insurance Bureau. (See Exhibit F.) Owing to the fact that it has not seemed practicable to transmit these checks through our district offices, it is impossible for us to secure any accurate data as to this question of delay in receiving checks; but I can personally vouch for the fact that a large part of the time of our district vocational officers is being given to attempts to mollify disgruntled soldiers who have not received their checks, and in securing temporary financial aid for them from the American Red Cross or in arranging loans to them from the Elk's fund. While I would not vouch for the accuracy of the following statements, they are characteristic of what I have found in all our offices that I have visited. When I asked the district vocational officer of Atlanta, week before last, how many of our 57 men then in training had received their war-risk insurance checks, he replied, "Not one." Yesterday, when I asked the district vocational officer at Boston how many had not received them, he replied, "I can not say how many have not received them, but I know of only three who have, and I am, every day, besieged by men, declared compensable and in training, who have thus far received nothing from the War Risk Insurance Bureau." In addition to the general bad feeling which this is creating, it is having the further serious effect of inducing many men to give up training in order to secure immediately remunerative work, notwithstanding the fact that such men can not without training successfully compete with normal workers.

In not a few instances such men have declined loans from the American Red Cross or the Elks fund on the ground that since the Federal Government owes them sufficient money to meet their needs, they will not accept it from any other source.

5. Although the law is specific in regard to the fact that a soldier, adjudged compensable and placed in training by the Federal Board for Vocational Education, comes during the period of that training within the terms of the vocational rehabilitation act, and not within those of the war-risk insurance act, many of the disabled soldiers in training are kept in a state of uncertainty and restlessness through the receipt of communications from the War Risk Insurance Bureau, ordering physical reexaminations, questioning them as to earnings, and raising various doubts as to their general status under the Federal law. (See Exhibits G and H.)

6. Although Form 107, which is the formal statement by this board to the War Risk Insurance Bureau that a man declared compensable has been placed in training, needs only an approval as to the amount of compensation payable by the bureau, and although we have the repeated promise, verbally and in writing, that this form will be returned to the Federal Board within 48 hours after its receipt by the War Risk Insur-

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ance Bureau, there are delays of days, weeks, and even months beyond the agreed period. (See Exhibit I.)

7. The delay in determining compensability results in disabled men, whose course of training has been laid out for them, spending day after day in fruitless visits to one or another of our offices asking if the necessary red tape which will permit of their beginning that training has been taken care of. Many such men become discouraged, take up temporary work, and lose, probably forever, the training opportunity which the Congress intended them to have. In this connection, there are a number of instances where men, rather than remain idle during this period of waiting, have taken temporary employment, only to have their compensation taken away because they were earning, while those who chose to spend the period of waiting in idleness have received their compensation without any question. This is, of course, the very reverse of the attitude which the Government should take.

In addition to the above difficulties, which are largely problems of cooperative procedure, the work of placing disabled soldiers and sailors in training is delayed through a failure of the War Risk Insurance Bureau to make rulings on fundamental questions submitted to it by our legal adviser. Among such problems are those relating to the tuberculous man; to the compensability of high-school and college boys who were not earning before entering the service; to the soldier once declared compensable and afterwards having his compensation cut off; to the status, under the amendment of October 6, 1917, to the war-risk insurance act of men accepted in camps although probably disabled before going into the service; to the status of a man adjudged compensable who has, meanwhile, received money damages in law; to the limitations of vision constituting real blindness, etc. (See Exhibit J.)

In accordance with your request, these questions, which are not problems of procedure but which involve decisions fundamental to the carrying out of the vocational rehabilitation law, are submitted herewith by our legal adviser in the form of inquiries asking for specific rulings fron the Secretary of the Treasury.

Trusting that these, as well as the suggestions as to procedure contained in my letter and in the earlier letter of Dr. Prosser, may receive serious and prompt attention, I am, with high appreciation of your personal interest,

Yours, very faithfully,

JAMES P. MUNROE, *Vice Chairman.*

[Exhibit A.]

MARCH 27, 1919.

Col. H. D. LINDSLEY,
Director Bureau of War Risk Insurance,
Washington, D. C.

MY DEAR COL. LINDSLEY: In carrying out the duties intrusted to the Federal board, under the vocational rehabilitation act, this office recognized at the outset that the very closest and most cordial cooperation must exist between the Federal board and the Bureau of War Risk Insurance. With the desire of having the most friendly relations with all divisions of the bureau, we have had frequent conferences and much progress has been made. On November 15 an agreement was made between the Bureau of War Risk Insurance and the Federal Board for Vocational Education covering the procedure under the rehabilitation act, copy of which agreement is attached hereto. We respectfully request that your bureau comply with articles 1, 4, and 5. The Federal board stands ready to comply with the obligations placed upon it by the said sections. In addition to that, the Federal board will carry out section 2 and also try to furnish special medical information received from the Army on what is known as Form 144, copy of which is attached. It will be noted that Col. Banks, chief medical officer, approved sections 2 and 8. We are ready to furnish the information to the bureau provided in section 8 and to furnish the medical information as provided in section 2.

Experience gained through strenuous effort to administer the vocational rehabilitation act successfully has revealed to the board the necessity of making further cooperative arrangements with the Bureau of War Risk Insurance. I am glad, therefore, in accordance with your suggestion, to write out in concrete form the difficulties encountered by the Federal Board for Vocational Education in making effective and rapid connection with the Bureau of War Risk Insurance in administering the vocational rehabilitation act. I am also suggesting, in accordance with your wishes, plans which, from the point of view of the Federal board, would materially remedy the situation.

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There are six phases of the work, in which the Federal board feels the necessity of modifications in the present procedure in cooperation between the Federal board and the Bureau of War Risk Insurance.

First. (*a*) *Statement of difficulty.*—In the field of medical care there is at present too long a delay in emergency cases before action can be taken, since authorization for action must be received, according to the present procedure, through the Washington office of the Medical Division of the Bureau of War Risk Insurance. The Federal Board, under its act, is authorized to give medical care, if such care is needed, during the period of training. On the other hand, the Bureau of War Risk Insurance is authorized to furnish medical care in case of a recurrence of a war disability. It is often difficult to determine whether an illness is in any way related to the war disability or whether it is entirely independent of such. Some arrangement needs to be made whereby an immediate decision in regard to this point could be made on the spot without the necessity of going through the Washington office.

(*b*) *Suggested remedy.*—From the point of view of the Federal Board the remedy for this situation would be the immediate appointment of at least one physician in each of the 14 district vocational offices of the board, whose judgment the Medical Division of the Bureau of War Risk Insurance would accept. Later on it may take more than one physician in certain of the 14 districts and the services of physicians on a whole or part time basis may later be needed also in certain of our subdistrict offices. In case these physicians are appointed a decision could be made immediately on each medical care case, the necessary attention could be given without delay, and the bills could be presented later to the appropriate Federal organization, either the Bureau of War Risk Insurance or the Federal Board for Vocational Education.

(*c*) The board would welcome the appointment of these physicians by the Medical Division of the Bureau of War Risk Insurance and the detail of them for full-time work at the various district vocational offices. If the bureau, however, can not legally pay for the services of such physicians, the board would be willing to have these physicians nominated by the Medical Division of the Bureau of War Risk Insurance, trained by that division, and paid by the Federal Board. In either case it is understood, however, that the recommendation of any physician would have the authority that the recommendations of any physicians in the employ of the bureau would have. In other words, the statements of these physicians would be final, except as they would be reviewed in the medical division of the bureau for errors, etc. Delay in securing these physicians, in our opinion, is fatal, and the Federal Board, if requested to do so, will gladly find the physicians and nominate them to you.

Second. (*a*) *Statement of difficulty.*—Often the applications for compensation that are prepared by disabled men under the direction of the district vocational offices of the Federal Board are not complete enough for the Bureau of War Risk Insurance to base action upon. As a consequence, the bureau has to delay its decision as to compensation until it can have further correspondence with the man. In the meantime the man's educational program is consequently delayed, and with every delay there is the accompanying danger that the course of training may be given up entirely by the man, because of discouragement or because of a growing indifference. Moreover, the resulting privation and humiliation to which the man is subjected causes him to become disgruntled with the whole Government program.

(*b*) *Suggested remedy.*—The remedy for this situation would be the detail of an examiner of the Compensation Division of the Bureau of War Risk Insurance to each of the district vocational offices, who could speak with authority from the point of view of the bureau, and who could state rather definitely to the man and to the Federal Board representatives whether the man should or should not expect an award of compensation. These examiners would, of course, be trained by the bureau in the standards that the bureau applies in determining compensability. The Federal Board would be willing to enter into the same arrangements in regard to these examiners as suggested above in regard to physicians. It would welcome the detail of these examiners from the office of the bureau, or if the bureau could not legally pay salaries under these conditions it would be willing to have these examiners nominated by the bureau, trained by the bureau, and paid by the Federal Board, or we will detail to this work, if desired, vocational advisers in the field already in the employ of the board. It is possible that physicians might function both as physicians and as examiners. In that case, cooperation would be needed only in the appointment of physicians. If there were such an examiner, however, either in the person of the physician or in the person of a regular examiner, and if, in addition to that the bureau, in the absence of an official military statement in regard to line of duty status, would accept a sworn statement by the man telling when and where his injury was received and under what condition, upon this information as a basis, a judgment as to the line

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of duty status could be rendered and action could be taken immediately because this agent of the bureau could speak authoritatively on the question of the degree of disability and the question of line of duty, and the man could be placed immediately in training with full assurance that his compensation would be forthcoming without delay.

Third. (*a*) *Statement of difficulty.*—There is considerable confusion in the minds of the men in training in regard to receipt of their checks from the compensation division of the Bureau of War Risk Insurance and from the Federal Board. With our present arrangement payments are not made at the same time by the two divisions. If a man receives his check from the Federal Board for $35 before he receives his check from the bureau of $30 he jumps to the conclusion that the Government is not paying him all that he is entitled to. He thinks of his money as coming from the Government and does not differentiate between the Federal Board and the bureau. If the whole sum could be paid at the same time, or in the same check, this difficulty could be overcome. Moreover, experience has shown that checks have been forwarded in some cases by the board and not by the bureau, which necessitates a report by the man to our district vocational office, transmittal of this report to the case officer, who in turn transmits it to the bureau to be in turn transmitted to the disbursing officer of the bureau.

(*b*) *Suggested remedy.*—This difficulty could be overcome if an arrangement could be made whereby the Federal Board would pay the full amount to which the man is entitled, both from the bureau and from the Federal Board, and later render a bill to the bureau and receive reimbursement therefor through a transfer settlement by the Bureau of War Risk Insurance for its portion of the moneys so expended.

Fourth. (*a*) *Statement of difficulty.*—It is desirable that both the bureau and the board know definitely to whom they should go for information when one organization has a matter to take up with the other.

(*b*) *Suggested remedy.*—The remedy here suggested is the appointment of a liaison officer, who would be responsible to Capt. Barton and who is authorized to handle all matters of the Federal Board in order to advance them promptly, in accordance with this and previous agreements. The Federal Board will take similar action. It is asked that this machinery be put in operation by April 1.

Fifth. (*a*) *Statement of difficulty.*—There are still several thousand applications for compensation that have been received by the Bureau of War Risk Insurance and of which the Federal Board has not thus far been notified. These cases are largely old cases and could not be reached sooner on account of the crowded conditions of the bureau.

(*b*) *Suggested remedy.*—It is suggested by the board that, since the bureau is now in more commodious quarters, a force of clerks should be put on this work to clean up all back cases. The Federal Board, if agreeable to the bureau, would be willing to place its own clerical force on this job, under the supervision of the bureau. It is asked that this arrangement be made by April 1.

Sixth. (*a*) *Statement of difficulty.*—Under the present practice of the bureau every man in training is obliged to report periodically as to his physical condition and his earnings. Recent correspondence would indicate that in those cases where a man taking, for instance, training on the job is receiving apprenticeship wages during his period of training, these wages will be considered by the bureau in connection with his compensation, which will be reduced or disallowed accordingly. Furthermore, there will be vacation periods between sessions of the school. Often a disabled man will be urged by the agents of the board to take on some employment, during this vacation period, in the line of work for which he is being trained, to gain practical experience. It is obvious that, as a ward of the board, no reduction in his total support should be made during this short period, which is really a part of his education.

Aside from this difficulty, men in training as wards of the Federal board are already being greatly confused by communications from the bureau which keep them in a state of fear regarding the continuance of their compensation and support while in training. The Federal board takes the position that compensation having been awarded and training provided, these men are the wards of the Federal board for purposes of training, which may include in some cases apprenticeship wages in shops and factories while they are learners, and that the bureau should look entirely to the Federal board to protect the Government in these matters.

(*b*) *Suggested remedy.*—The Federal board is, so to speak, the guardian of all men in training, and any communications with respect to these men should be addressed to the Federal board. No change should be made in the compensable status of any man during the period of training, except on request of the Federal board, and during his period of training the usual reports which the man is required to make under the war-risk insurance act the bureau shall be suspended. It is also deemed advisable

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that it shall be understood that when a man is once determined compensable by the bureau his eligibility for training, so far as this fact is concerned, shall be affirmatively established, and the board may at any time thereafter proceed with his training, if deemed necessary, notwithstanding the fact that at the time training is commenced the man may not—for some reason—be actually receiving compensation.

It is also desired that in a case where compensation is not awarded because of the present earnings of the man, and the board deems training necessary, that an arrangement be perfected under which such men will be carried as a compensable case during his period of training.

In addition to the adjustments necessary in the six phases of our work, mentioned above, I desire again to call the attention of the Director of the Bureau of War Risk Insurance to the fact that, even with these six steps adjusted satisfactorily, it is absolutely essential that the agreement of November 15, copy of which is inclosed, and which was referred to in the earlier part of this letter, shall be carried out promptly and to the letter, namely, immediate reports by the bureau on Forms 77–A and 77–B, immediate action on Form 107 by the bureau, and immediate action on the part of the board on Forms 107–A and 107–B when these forms are required.

Of course, it is understood that nothing in these arrangements shall in any way negative the procedure with regard to prompt action in awarding compensation, approved by Col. Lindsley in a series of communications, copies of which correspondence are attached.

In the opinion of the Federal board all these arrangements are absolutely necessary for the efficient discharge of mutual responsibilities and the proper care and training of disabled men. If these arrangements could be immediately effected the obstacles to placing men in training would be almost wholly removed, and the ground for complaints that are coming to us at the present in large numbers would be cut away. As a result, both the Federal board and the Bureau of War Risk Insurance would be relieved of a lot of adverse criticism and, what is of more vital concern still, the attention that they are worthy of and that they are entitled to under the vocational rehabilitation act.

Very truly, yours,

C. A. PROSSER, *Director.*

Mr. ROBSION. What is the date of that letter?

Mr. MUNROE. April 23, 1919. Nothing coming from this, the vice chairman, on May 16, 1919, sent a letter to the chairman of the Federal Board, Secretary Houston, and Secretary Houston wrote a letter to Mr. Glass urging that something be done.

That practically covers the same ground as the other letter, so I will not trouble you with reading it. As a result of this, it was jointly agreed by the bureau and the board that an amendment to the law should be asked for, and this amendment was heard before the Senate Committee on Education and Labor on May 29, 1919. At this hearing the director of the bureau acknowledged that the thousands of disabled soldiers then awaiting training were kept out of it by the failure of the bureau to determine their compensability.

Mr. Shouse stated at this hearing that the Treasury Department absolutely indorses this bill.

The Treasury Department absolutely indorses this bill. It is a happy solution of a very vexed question that has arisen between the two governmental agencies, and has been before us for months. We are just as enthusiastic for this bill as is the Federal Board.

I would like to quote this from the hearing:

The CHAIRMAN. Under the present law he can not go ahead with his vocational training, until he has some compensation, and you will have you take a good deal of time in order to determine the matter of compensation.

Mr. JONES. Yes, sir.

The CHAIRMAN. And you are now 4,000 behind, as I understand it?

Mr. JONES. Yes, sir.

The CHAIRMAN. And you are running more behind every day, are you?

Mr. JONES. No; we are catching up.

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The CHAIRMAN. Well, now, does that mean that there are 4,000 soldiers, sailors, and marines who want to take this vocational training, who can not take it because it has not been determined whether or not they should secure compensation?

Mr. JONES. And to what extent they should secure the compensation.

The CHAIRMAN. And how long have some of those soldiers, sailors, and marines been waiting to take this vocational training?

Mr. JONES. Oh, it is a matter of months.

The CHAIRMAN. A matter of months; would you say several months?

Mr. JONES. That is from the information that we get from them.

The CHAIRMAN. And what is their condition of mind at the present time in regard to this matter? How do they feel toward it?

Mr. JONES. Well, I think that they are pretty hot.

The CHAIRMAN. And they are not in a very good frame of mind, would you say?

Mr. JONES. No; they are not in a good frame of mind. I think that it ought to be expedited, and they think it ought to be expedited.

Senator WALSH. Are there many cases without the proper medical proof?

Mr. JONES. No; when they are discharged, they have their certificate from the Army. We have now 4,968 cases where we have said they are not compensable. There are nearly 5,000 where they are not compensable. But the decision is the same, and it is entirely up to the vocational board if they can take those men who need the training, and put them in training and make them into better citizens. It is an entirely different thing with the vocational board than it is with the War Risk Insurance Bureau. As you can all see, it is not the very best thing in the world for these men. The temper of the men is not so good because of this delay, because a man will say that he can not wait. But the principle of establishing the fact that the man was injured in line of duty is the same for the board as it is for the bureau, and it is the only thing that concerns the board, but is not the only thing that concerns the bureau. It is but one of the things that concerns the bureau. The matter of how much he is getting while he is in training is a very important detail, but it is something in addition to the particular point that we are trying to overcome now.

The CHAIRMAN. How long do you think it would take your bureau to cover the cases of these 4,000 men, and to get them into vocational training under the old law?

Mr. JONES. Now?

The CHAIRMAN. Yes.

Mr. JONES. Well, in those cases that are clearly compensable when they are received, it takes approximately 30 days; with those requiring additional evidence it takes approximately 90 days. Take a man who is discharged in such a case, and where it is eventually proven that he is compensable, if he has to wait 90 days it is a pretty long time.

In this connection I would like to call your attention to the same hearing, Mr. Chairman, because it takes up a matter which I would like to bring up later.

Mr. MUNROE. I wish to call the attention to a number of soldiers disabled in the allied armies belonging to other countries who are in this country needing training, and in the same way our boys, many of them, have married French and English wives and are staying on the other side, and require the training. We had some conferences some months ago with representatives of those countries, and we decided to try to enter into some reciprocal arrangement, to take care of these boys, and all we need is authority from Congress to treat these members of the allied armies with the understanding that all of the expenses will be paid by the countries that the boys belong to, so that it involves no expenditure on the part of the Government, and I have taken the liberty to bring here a rough draft of proposed legislation and put it on as an amendment to this bill

The CHAIRMAN. I thought that it ought to go on this bill.

Senator JONES. I do not see why it should not go on this bill.

(The proposed amendment is as follows:)

"In order to provide for the vocational rehabilitation of disabled members of the military and naval forces of the United States resident in foreign countries, and disabled members of the military and naval forces of the countries allied with the United States in the recent war with his Imperial German Majesty, resident in the United States, the said board is also authorized and empowered to enter into a cooperative arrangement with the agencies in charge of the work of vocational rehabilitation in such allied countries under the terms of which the said board shall prescribe and pro-

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vide courses of training for the disabled members of the forces of such countries resident in the United States including their support and maintenance during training and the support and maintenance of their dependents, if any, and the said agencies shall prescribe and provide training for the disabled members of the military and naval forces of the United States resident within their respective territories, including their support and maintenance during training and the support and maintenance of their dependents, if any; the cost of such training and support to be borne in every instance by the country whose disabled men are thus vocationally rehabilitated; and the said board is hereby authorized and directed to use so much of the appropriation hereby provided and so much of the appropriation provided by the Vocational Rehabilitation act approved June 27, 1918, or that may be hereafter provided for the rehabilitation of disabled soldiers, sailors, and marines, as may be necessary for the vocational rehabilitation of such disabled persons and for their support and maintenance and the support and maintenance of their dependents, if any, during training: *Provided, however*, That for the rehabilitation of disabled members of the forces of said allied countries, the appropriation so used shall be reimbursed by the country in behalf of whom such service has been rendered."

That was legislation by which there would be reciprocal treatment of those boys in the allied countries, all of which, I think had taken similar action, but as yet nothing has been done in this country.

Meanwhile, on May 19, the board appealed to the Attorney General for rulings as to the points on which the board wished to interpret the law liberally and the bureau to interpret it narrowly. The bureau put in a counter statement contending for the narrow interpretation. As this, though very important, is a legal matter, the solicitor of the board will deal with it in his testimony later. Meanwhile, during the winter of 1918–19, the board, being unable to secure cooperation from the bureau in the matter of medical advice and assistance, appealed, on February 19, 1919, to the Surgeon General of the Army for the assignment of 15 Army surgeons, and again, on April 5, 1919, for the assignment of certain specialists then about to get out of the Army and who would have been glad to work with the Federal Board. Both these requests were refused and because of that we could not get the surgical help that we needed in our work. As a result it was not possible to organize the medical service which the board should have had from the very beginning until the fall of 1919.

Further difficulties which the board encountered were due to defects in the law itself. Shortly before the passage of the rehabilitation act, the board was called upon to budget the proposed appropriation of $2,000,000, and in spite of its protests that it could not determine in advance how the money should be divided, it was compelled to put in a budget plan which was, of course, merely a guess. Unfortunately, rather than make it entirely a guess, the board based the budgeting upon Canadian experience, where the Government has thought it necessary to build special schools for the disabled men and to employ teachers. Consequently, large portions of the appropriation were set aside for these purposes and later, after the board had found it possible to save hundreds of millions for the Government by utilizing existing schools and colleges, and when the board was in dire need of money to pay its employees, these practically untouched funds could not be used. On December 7, 1918, this unfortunate situation was brought to the attention of Congress, but owing to pressure of business, the act giving the board authority to coalesce its funds was not passed until February 26, 1919. Meanwhile, the board had to appeal to private agencies to maintain its staff of employees.

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In October, 1918, the board prepared its estimates for the fiscal year 1920 on the basis of the meagre experience which it then had had, and on January 1, 1919, it sent to Congress, as on every other quarter, a list of its employees with their salaries. Although the board asked for $4,000,000 in the above-noted estimate, the Appropriations Committee, in the last weeks of the Sixty-fifth Congress, cut this down to a million and a half, which figure was raised on the floor to $2,000,000. The committee also placed salary limitations, none having been in the original act, based upon the skeleton organization of December 31, 1918, when, because of the difficulties above recited, and because the soldiers had not yet returned from abroad, the work of rehabilitation had not really begun. I think I stated that we took every pains to keep our estimates down as far as possible, based only on what we actually needed.

The sundry civil bill did not reach action in the Senate before the expiration of the Sixty-fifth Congress. Immediately upon the convening of the Sixty-sixth Congress the matter of appropriation was brought to the attention of the chairman of the House Committee on Appropriations by a formal letter. Meanwhile, the proposed amendment to section 2 of the war risk insurance act had been brought in, and also the Army appropriation bill, with which, of course, the Federal board had nothing to do, bearing an appropriation of $5,500,000 for vocational training in the Regular Army. Of course, that is entirely outside our province.

In the great pressure of legislative matters and in the commendable desire to conserve the public funds, both Houses of Congress got into a serious tangle over these three appropriations, not seeming to realize that the appropriation for carrying out the amendment to section 2 of the rehabilitation act was merely a transfer from the War Risk Bureau to the Federal board. Members of the board did everything humanly possible to straighten out the misunderstanding; but, notwithstanding, legislation was enacted under the sundry civil bill which provided a sum far below that necessary even to maintain the disabled soldiers under the amendment to section 2 of the act, and which so limited salaries as to involve the immediate dismissal of at least 200 of the most competent employees. Confronted with the necessity, should this legislation prevail, not only of declining to put more boys in training but of taking out of training many of those who had already begun, and faced with the further responsibility of carrying on even this restricted work with a new, untrained staff, it was a great relief when the President vetoed the sundry civil bill.

The $2,000,000 originally appropriated, even though supplemented by $77,000 in gifts from the American Red Cross and the National Catholic War Council, began to approach exhaustion in May, 1919, just at the time when the size of the appropriation for 1919–20 began to appear very problematical. Therefore, from some time in May until the passage of the amended sundry civil bill in late July, 1919, the board had to hold up practically all payments except to soldiers and employees. Other bills accumulated, of course, in great number, and because of the frightful crowding at the Maltby Building, these could not be properly handled until some months later.

This explains the delays in the payment of certain bills which have been complained of.

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The vetoed sundry civil bill took away the authority of the board to rent quarters in the District of Columbia which had been granted in the original act. The amended sundry civil bill passed in July, 1919, restored this authority, but limited expenditure to $15,000 a year. At least 50,000 square feet were needed for the rehabilitation work, the Maltby Building was required for the work of the Vocational Education, and the Committee on Public Buildings, to which we appealed again and again, could find nothing for us in Government-owned property. So it was necessary to find a privately owned building, where we could get 50,000 square feet of space for $15,000. Convention Hall was finally secured for that sum in September, 1919, but proved so cold and otherwise unsuitable that at times fully half the employees were too ill to work there. Only since February 1, 1920, when the Government at last gave us space in the temporary building at Nineteenth and D Streets, has the board had adequate housing to carry on the rehabilitation work.

With the passage of the amendment to section 2 on July 11, and with that of the revised sundry civil bill on July 19, the board, after nearly 13 months of ceaseless endeavor, was at last in a position to act freely and to put into training the more than 8,000 men who by that time were waiting because of the action, or, rather, the failure of action, of the War Risk Insurance Bureau. The Congress had still insisted upon salary limitations, requiring a very drastic reorganization of the staff and, as has been frequently indicated in the hearings, placing a serious handicap upon getting the best service for the disabled soldiers. But, with the exception of a few matters to which attention will be called later, the board has had a free hand since early in August, 1919, and in that eight or nine months has practically disposed of its problem, so far as determining eligibility and putting men into training is concerned. To show this, let me read you the following comparative figures, the first column being July 11, 1919, when the amended act was passed, and the second column April 15, 1920:

	July 11, 1919.	Apr. 15, 1920.
Registered	110,000	200,000
Approved, section 2	7,994	58,000
Approved, section 8	.....	36,000
Closed	676	51,000
Entered training, section 2	4,439	35,872
Entered training, section 3	.....	1,976
Completed training	41	407
Discontinued training	475	3,314
In training	3,923	34,127

It will be noted that section 3 of the act had not taken effect at the earlier date.

That shows considerable progress for the eight months after our hands were free. The details of the progress of that work since the early months of the fall of 1919 will be dwelt upon by the chief of rehabilitation. So far as settling eligibility of existing cases, that will be cleared up in a few weeks, and new cases as they come out of the hospitals or as the district offices learn of them otherwise will continue to be handled with the utmost promptness. Among other

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things the board is now sending squads of competent men, including physicians, from district offices to a number of the large centers to which by previous notification by letter and advertisement and through local cooperation of the American Legion, the Red Cross, etc., men will be brought, at Government expense, on a specified series of days. This is now going on in the State of New York with the utmost success.

There still remains the task of inducing men who have been awarded training to avail themselves of it and that of following the men up in the schools and establishments in which they are in training. In regard to the former task, the board is utilizing every agency available, especially the organizations of ex-service men, to get hold of the men. To the task of follow up, the vocational advisers and others will be transferred as rapidly as their existing duties will permit, and new men will be assigned as rapidly as occasion demands and as they can be secured.

To expedite the work still more, Congress, besides seeing to it that the deficiency appropriation for $8,000,000 is provided early in May, since existing funds are getting very low, and that the appropriation of $98,303,000 for the fiscal year 1921 is passed with such additions as will be necessary if the Darrow bill, which raises the amount of money for a man without dependents from $80 to $100 and others correspondingly, becomes law. It seems to us that if this work is to be carried forward as Congress wishes it should be carried forward, the salary limitations placed in the rehabilitation law by the amendment of July 11, 1919, should be removed.

There has been brought out again and again in these hearings the very intimate and important character of this work of advising and the follow-up of disabled men. As it is now, under the law, that work has to be placed in the hands of men to whom we can not pay more than $2,400, and at the present time you gentlemen know it is extremely difficult to get the type of men that we ought to have for that figure. It seems to us that if the salary limitations were taken off, we could be trusted not to squander that money and to get the type of men that one can get for a larger figure than $2,400, which is absolutely essential to giving the very best service to these disabled men.

Secondly, it seems to us that Congress should pass the so-called Kahn bill giving authority to the War Department to transfer equipment, buildings, and so forth, not needed by that department to the Federal Board. In this connection, I would say that a long time ago we called the attention of the Secretary of War to the fact that there was an immense amount of equipment absolutely suited for the schools that were giving this training to our boys and which these schools did not have, and could not, in the present state of the market or the state of their funds, procure. The Secretary of War promptly issued an order giving authority for that equipment and those tools and so forth to be transferred to the board for the use of the disabled boys in schools.

A later ruling of the Attorney General, however, was to the effect that that order of the Secretary of War was without warrant of law, and although meanwhile we had secured about $250,000 worth of material and distributed it to these schools in which our boys were being trained, the order was that should all be given back and, of

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course, that decision at once put an end to our procuring any more of this material. My colleague says that it was the Judge Advocate General of the War Department who made that ruling, not the Attorney General. I was mistaken.

Meanwhile, therefore, we brought the matter to the attention of Congress, and there has been pending in Congress for a long time the so-called Kahn bill, which would give authority to the War Department not only to transfer this equipment which is now being rapidly sold or transferred to foreign Governments, to the hundreds and thousands of schools in which our boys, disabled boys, are being trained. The Kahn bill would also give authority for the transfer to us of certain camps or hospitals that are about to be given up by the War Department and which would be admirably suited for the training of these boys. I speak especially of Fort McHenry, which is soon to be dismantled, I understand, and in which there is plenty of equipment for teaching in quite a number of industries and which the War Department would be very glad, indeed, to turn over to us if they had the authority of law to do so, and which would greatly reduce the expense of training of a large number of these boys.

I would also venture to suggest that Congress pass legislation which has been several times asked for by this board, permitting it to extend the rehabilitation law to the great numbers of American citizens who served in the armies of the Allies. As you gentlemen know, great numbers of our boys, before we went into the war, volunteered in the armies of the Allies, were disabled therein, and under the law we have no authority whatever to give them any training. I venture to suggest also that legislation be passed which has also been several times asked for. I refer to allowing the Federal board to enter into reciprocal relations with the Allies for the vocational training of their disabled men in this country with the understanding that they will train our disabled men who are in Great Britain or France.

I would venture to suggest further, as has been referred to in this hearing a number of times, that a revolving fund be appropriated for, such as that so generously given by the Elks, not only to take care of men between the period of assignment to training and the receipt of their first training pay check, but to provide for small emergency loans, which can not now be taken care of under the rehabilitation law. That would be a very great relief because, as I have already pointed out, no boy can be paid until at the earliest two weeks after he is put into training, and there are many things the boys need money for just to tide them over. A loan fund of that sort established by Congress would be a very valuable thing.

Finally, I would venture to ask that the pending bill making appropriations for hospitals and sanatoriums to be used by the Bureau of Public Health Service for the disabled soldiers be passed as promptly as possible. That meets, gentlemen, one of the most serious problems, I think, that this board is confronted with, the problem of men with tuberculosis, tens of thousands of them; men with some abnormal mental condition, tens of thousands of them, and various others, severe heart cases, and things of that sort, where it is absolutely impossible to put the man at school, or to put him in training of any sort, but yet where it is desirable and practicable to give him under medical supervision a certain amount of training in the hospital.

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Now, if the Public Health Service is given the money which it has asked for, for establishing the additional hospitals, which I understand it very greatly needs, it is our intention to carry out the plan which is already under way of establishing in many, if not all of these hospitals, vocational training under medical supervision, so that a man may take one or two or even four or five hours a day training under medical prescription from the doctor and will be that much further toward vocational rehabilitation when he finally becomes cured of his malady. This is, of course, especially desirable in the case of men afflicted with tuberculosis.

I would ask permission to consult with the acting chairman as to putting in the record some exhibits, as it seems to me some of them should go in the record that have been referred to.

Mr. TOWNER. I will examine them.

Mr. MUNROE. If you kindly would; yes.

(Additional statements submitted for the record by Mr. Munroe are as follows:)

EXHIBIT C.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C., April 10, 1920.

From: Auditor for the board.
To: Standing committee; attention Vice Chairman Munroe.
Subject: Statement of expenditures.

Attached herewith is a statement of expenditures of the Vocational Rehabilitation Division for the month of March, 1920, also a like statement covering the period from July 1, 1919, to March 31, 1920, inclusive. Same is transmitted for your information.

S. N. QUILLIN, *Auditor.*

Statement of expenditures for the month of March, 1920, paid from the appropriation vocational rehabilitation 1920, as shown by books of account in auditing and accounting section.

ADMINISTRATIVE EXPENSE.

Salaries (central office)	$175,126.80	
Salaries (field)	318,548.94	
Travel (transportation)	9,965.92	
Subsistence (and incidental travel expenses)	19,754.02	
Station expense	477.46	
Furniture and office equipment	19,836.81	
Printing, stationery and office supplies	50,908.41	
Rent, heat, light, electricity, etc. (service)	29,609.43	
Telegraph, telephone	4,860.15	
Freight, express, dravage	1,294.95	
Miscellaneous supplies and services	7,315.70	
Total administrative expense		$637,698.59

DIRECT EXPENSE OF DISABLED MEN.

Allowance (maintenance pay)	4,123,590.18	
Tuition	427,399.08	
Travel	35,754.73	
Subsistence	5,679.01	
Books and training supplies	144,501.30	
Medical attention and supplies	15,049.95	
Miscellaneous	4,239.04	
Total direct expense		4,756,213.29
Grand total all expense		5,393,911.88

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Statement of total expenditures incurred since July 1, 1919, paid from appropriations Vocational rehabilitation and Vocational rehabilitation, 1920, as of Mar. 31, 1920, as shown by books of account in auditing and accounting section.

ADMINISTRATIVE EXPENSE.

Salaries (central office)	$966,415.04
Salaries (field)	2,169,175.01
Travel (transportation)	42,658.80
Subsistence (and incidental travel expenses)	98,826.77
Station expense	2,747.67
Furniture and office equipment	101,384.57
Printing, stationery, and office supplies	117,909.79
Rent, heat, light, electricity, etc. (service)	106,879.63
Telegraph, telephone	13,038.84
Freight, express, drayage	9,801.39
Miscellaneous supplies and services	21,443.20
Total administrative expenses	3,650,280.71

DIRECT EXPENSE OF DISABLED MEN.

Allowance (maintenance pay)	$14,267,533.59	
Tuition	956,744.89	
Travel	130,099.76	
Subsistence	36,278.61	
Books and training supplies	216,670.37	
Medical attention and supplies	69,382.14	
Miscellaneous	12,968.41	
Total direct expenses		15,689,677.77
Grand total, all expenses		19,339,958.48
Less certificates of deposit (refunds and recoveries)		5,974.85
Net total expenditures		19,333,983.63

EXHIBIT R.

SEPTEMBER 3, 1918.

Mr. WM. C. DELANOY,
Director War Risk Insurance Bureau,
Washington, D. C.

MY DEAR MR. DELANOY: It seems clear that the vocational rehabilitation act, which became a law June 27, 1918, puts a joint duty upon the War Risk Insurance Bureau and the Federal board in the care and training of disabled men discharged from the hospitals. The welfare of these men is a matter of keen interest to the public upon which a great deal of attention is already being focused. Every consideration requires the establishment of working relations between the bureau and the board which will enable them to discharge this joint duty in a way to not only avoid public criticism but meet hearty public approval. Under the declared policy of the War Department only those men are to be discharged from the hospital who are unfit for restricted military service. This means that the men discharged for the present will be those with grave disabilities. In many cases they will not be able to undertake employment without training. Since they have no source of income other than that which they receive under the War risk insurance act or the vocational rehabilitation act, they constitute a particularly helpless class for whom prompt relief must be furnished; otherwise public criticism will be severe indeed.

In order to do the best possible for the disabled man who is slated for a discharge, it is necessary for the Federal board to handle his case and come to a determination as to what it will be best for him to do before he leaves the hospital. We have no authority under the vocational rehabilitation act to proceed with the case in any certain way until after the War Risk Insurance Bureau has determined whether or not he is a beneficiary.

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The experience of all foreign countries goes to show that unless every step is taken with the man preliminary to his training before he leaves the hospital, he is in the majority of cases certain not to undertake the training after he return to his home. The liberal scheme which the Federal Government has provided for his vocational rehabilitation will fail utterly therefore unless some scheme can be arranged between the War Risk Insurance Bureau and the Federal board, so that the two acts of determining whether or not he is to be a beneficiary of the War Risk Insurance Bureau and a student for training with the Federal board can be performed before he is discharged from the hospital.

In order that these ends may be accomplished, it will of course be necessary that the bureau secure the application of a man who is a prospect for discahrge, a considerable time in advance of his discharge, and establish the machinery necessary to determine by quick action whether the man is to be a beneficiary of the bureau.

It will also be necessary, in order that a disabled man may not be in position to make an election as to whether or not he desires training by the board, for your bureau to make an early ruling in regard to the amount of compensation to be paid men while undergoing training. It is quite evident that it was the intent of Congress to properly support the disabled man during this period. Practically all of them have absolutely no other source of income, and from the standpoint of wage earning are total disability cases. The experience of the Canadian Government shows that it is not possible for a man to support himself as a student in training on less than $50 per month. It is also quite evident that a strict interpretation of the provisions in section 2 of the vocational rehabilitation act regarding the compensation to be paid during training will not provide anything like adequate support for at least 90 per cent of the men undergoing training. It is therefore suggested that in order to carry out the intent of Congress in this regard, a liberal interpretation be made of the term "pay" in the voca-vocational rehabilitation act, or the term "supplies" in the war-risk insurance act, whichever course the board determines most desirable to pursue.

It must be remembered that these disabled men were while in the military service, not only in receipt of a monthly check as base pay, but they received other compensation in the form of money for all such things as service across seas, skill in target practice, and the performance of all kinds of extra duties. In addition they were fed, clothed, and quartered at the expense of the Government. These facts, in my judgment, should be considered and the term "pay" should, if possible, be construed to include all of these extras and allowances.

If, however, it is believed that the interpretation as above indicated might operate so as to provide unnecessary increases in some cases, it is suggested that adequate compensation could be furnished in proper cases, by a liberal interpretation of the word "supplies" in the war risk insurance act. The bureau may, by a ruling, prescribe that in cases where the compensation paid to any individual under the act, is less than $50 a month, an additional amount sufficient to make this sum will be paid to such men as "supplies." This is an interpretation which it is submitted the bureau would be justified in making, because of the fact that the man while in training is subject to unusual expenses, is deprived from all opportunities of wage earning, large or small, and is therefore a case of total disability, and additional aid absolutely necessary.

Either interpretation would provide adequate support to men undergoing training, and thus fulfill the manifest intent of Congress, besides producing the following benefits:

The man would be adequately provided for from the day of his discharge from the hospital.

Public criticism because of real or alleged neglect of the case would be avoided.

There would be no hiatus between hospital care and training.

A man would have a definite basis upon which to decide whether or not he desired reeducation.

The bureau would avoid confusion in attempting to make a hasty judgment as to the amount of compensation payable, and would have ample time while the man was in training to carefully investigate the case and determine the amount of compensation to which he would be entitled at the close of the period of training with the Federal board.

In submitting these suggestions the board does not wish to be understood as attempting in any way to dictate the policies or procedure to be adopted by you in carrying out the duties placed upon your bureau by the vocational rehabilitation act, but merely desires to indicate a plan, which, in the opinion of the board, is the most feasible method of discharging the joint duties imposed by the act. As it is imperative that some working arrangement should be established immediately, it is

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requested that you advise me as soon as possible whether or not in your opinion the suggestions here submitted are practicable.

On the 12th day of August the acting chairman of the Federal Board for Vocational Education, Hon. William C. Redfield, sent to the Secretaries of the Treasury, War, Navy, and Labor Departments, respectively, a tentative draft of the regulations which the Federal board, as the main agency concerned in the administration of the vocational rehabilitation act, has drawn up for the approval of the different departments. In the letter of transmittal to the Secretary, attention was called to those particular regulations with which the department addressed was more immediately concerned.

For your information there is attached hereto a copy of the letter sent to the Secretary of the Treasury, to which no reply has been received, together with a copy of the regulations as submitted. I shall be very glad to confer with you concerning these tentative regulations, or other matters contained in the foregoing communication.

Cordially, yours,

C. A. PROSSER, *Director.*

TREASURY DEPARTMENT,
BUREAU OF WAR RISK INSURANCE,
Washington, September 6, 1918.

Dr. C. A. PROSSER,
Director Federal Board for Vocational Education,
Washington, D. C.

MY DEAR DR. PROSSER: I beg to acknowledge receipt of your favor of the 3d instant, and in reply would say that the general proposition that you advance is self-evident, and the undertaking which Congress has committed to the Federal Board for Vocational Education is deserving of every encouragement and support.

If I may be permitted to say so, I doubt whether it is wise that persons who are to be made the subjects of vocational education should be first discharged from the Army and thereby deprived of their pay status.

So far as the powers of the Bureau of War Risk Insurance are concerned article 13 of the war risk insurance act specifies and limits the extent thereof. It goes without saying that the provisions of this act will continue to be liberally construed and as liberally administered. The amounts to be paid by way of compensation are scheduled in article 3 as amended June 25, 1918, and it goes without saying that no amount in excess of that so scheduled can lawfully be paid by this bureau. If, as you outline, these amounts are likely to prove insufficient, the fault lies in the plan of depriving these men of their pay status in the Army. Subdivision 3 of section 302 does not embrace and confers no authority to provide funds by way of additional compensation or as a substitute for pay. The word "supplies" appeared in the light of the illustrative phrase which follows it, can not by any possibility be construed to authorize the payment of moneys to the men by way of funds for support or as a substitute for pay. Power in that behalf can only come from supplemental legislation.

Sincerely, yours,

WILLIAM C. DELANOY, *Director.*

EXHIBIT W.

JANUARY 14, 1919.

Mr. HENRY B. LINDSLEY,
Director Bureau of War Risk Insurance,
Washington, D. C.

DEAR SIR: The work of the Federal Board for Vocational Education in retraining disabled, discharged officers, soldiers, sailors, and marines is so intimately linked up with the work of the Bureau of War Risk Insurance that it can not be successfully carried out without the closest kind of cooperation with the Bureau of War Risk Insurance.

2. We have a working agreement with Capt. Houlihan whereby many points of cooperation are adequately provided for and efficiently carried out. Additional improvement along the line of cooperation, however, could be made, provided the Bureau of War Risk Insurance were willing to adopt the following policies, which, from the point of view of the Federal board, seem feasible, but which, from the point of view of the War Risk Insurance Bureau, may present difficulties:

(L) The present excellent arrangement whereby as soon as a man has been recommended for discharge by a medical board (S. C. D. made) officers of the Army Medical

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Corps fill out his Bureau of War Risk Insurance Form 504 (physician's report) and other officers assist him in filling out Bureau of War Risk Insurance Form 526 (application for compensation) could be still further improved upon, to the saving of considerable time. These forms are now held until the recommendation for the man's discharge has been forwarded for approval to the headquarters of the military department in which the hospital where the man is being treated or held is situated. Quite often a considerable length of time is bound to elapse before authroity to carry out the man's military discharge is received at the hospital from the headquarters of the military department, but the man's application for compensation is not forwarded to the Bureau of War Risk Insurance until his military discharge is carried out. Could it not be arranged that as soon as a man is recommended for discharge by a board of medical officers (S. C. D.) his application for compensation, together with Form 504, be sent immediately to the bureau for consideration, whereupon the bureau could notify the Federal board whether the case would be compensable upon discharge, The Federal board would then know what procedure to take with the case. I am informed that it is only in very rare cases that the department headquarters does not concur in the recommendations of the S. C. D. Board, especially now that the war is over and all men are being discharged as soon as their condition permits.

(2) By cooperation between our vocational adviser and the hospital authorities, it could easily be arranged that the applications of all men who appeared to be subjects for vocational reeducation at the hands of the Federal Board be marked in some way so that, as already arranged by the compensation branch, the medical branch of the bureau could give them priority in consideration over cases not likely to need vocational training after discharge. This would involve the detailing by the medical branch, Bureau of War Risk Insurance, of officers to deal especially with all such potential reeducation cases so as to expedite decision as to their compensability. The compensation branch has already detailed certain of its officers for this work.

(3) It is highly important that compensation cases that are placed in training receive their compensation without delay. Possibly this could best be done by having a separate section of the disbursing office handle vocational rehabilitation cases.

(4) Might not the Bureau of War Risk Insurance use our district vocational offices as centers from which various ones of their officers might work out into the field, such as field examiners, etc. The Federal Board would be willing to provide office space for such purpose. Under such an arragnement a quick exchange of information on cases could be provided for that would facilitate the work both of the Bureau of War Risk Insurance and the Federal Board for Vocational Education.

(5) I am of the opinion that in the field, the medical services of the bureau and of the Federal Board should be joined. From the making of the man's application up to the time his training is completed questions will constantly be arising as to the responsibility for medical treatment; i. e., whether it shall be provided by the bureau or by the board. At present, if a disabled man who is undergoing vocational training, or is being considered for it, needs medical attention, the bureau provides it, if his illness results from his war disability. If his illness is from some other cause, the board provides medical attention, but this arrangement is bound to result continually in questions as to the cause of the man's illness, to decide which authority shall provide treatment. Canadian experience is that men who have been disabled will continue to need medical treatment through the period of vocational training, and afterwards. This and every other consideration strongly indicates that the medical services of the bureau and the Federal Board should be one organization.

(6) A well qualified medical officer (perhaps more than one) is needed in each district vocational office. Our offices are becoming more and more centers to which disabled men apply for help and advice on every possible subject and this should be encouraged. If the medical services of the bureau and board were one, the medical officer in the district vocational office could settle many questions which now have to be referred to Washington, with consequent delays, irritation, and suffering from the disabled men and dissatisfaction on the part of the public which is watching the work of the bureau and board very closely.

Very truly, yours,

J. A. C. CHANDLER,
Chief Division of Rehabilitation.

(EXHIBIT AA.)

MAY 17, 1919.

MY DEAR MR. SECRETARY: As I am confident that you can not be aware of the situation, I venture, as chairman of the Federal Board for Vocational Education, to call to your personal attention the very serious difficulties confronting this board in

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performing its duties under the vocational rehabilitation law, arising out of, first, the interpretation of that law in relation to the war risk insurance act as made by the bureau; second, the slowness of the War Risk Insurance Bureau in deciding compensability, in paying compensation, and in carrying out its necessary daily relations with the Federal board; and third, the absence of fixed policies and of settled rates of compensation, on the part of the bureau, resulting in great confusion and uncertainty, not only in the minds of the Federal board and its agents, but in those of disabled men seeking the benefits of Federal legislation.

Although the vocational rehabilitation act declares that the Federal Board for Vocational Education is responsible for soldiers, sailors, and marines, "disabled under circumstances entitling them to compensation," the War Risk Insurance Bureau is continually ruling that only men actually in receipt of compensation are entitled to training under the vocational rehabilitation act, that when the bureau decides that compensation should cease, training must also cease, and that a disabled man who takes temporary employment, pending decision of his case by the War Risk Insurance Bureau, is, by the fact of earning money, debarred from compensation. Such decisions as these are in effect declarations that the vocational rehabilitation act is to be administered by the War Risk Insurance Bureau instead of by the Federal Board for Vocational Education, and, if carried to a logical conclusion, would mean that the decision as to whether or not a disabled man is to receive training is in the hands of the former instead of, as the law prescribes, in the hands of the latter body.

While this attitude on the part of the bureau results in great uncertainty and irritation on the part of men placed, in good faith, in training, but whose status is subsequently questioned by the War Risk Insurance Bureau, it is of relatively minor consequence as compared with the country-wide discontent due to delays in the bureau both in deciding compensability and in sending monthly checks to men declared compensable. Through the 14 district offices and 7 suboffices of the Federal board, we have registered to date nearly 88,000 soldiers, sailors, and marines claiming to be compensable under the war-risk insurance law, and have surveyed carefully more than 56,000 of these. Our records based on reports to us from the bureau and from these men show compensation awarded to only 9,144 men of the total of approximately 87,000, leaving 78,000 men without compensation, practically all of whom believe they are entitled to it.

Yesterday the bureau reported that a total of 66,711 applications for compensation had been received and that 17,941 awards had been made. Making allowance for rejections it would appear that practically 50,000 men, handicapped with disabilities, are without the compensation for which they asked in many instances months ago. Furthermore, the bureau is receiving new cases at the rate of 6,000 per week and making awards in only about 500 cases.

While, of course, not all of these men are compensable, many thousands of them are men with amputations and other perfectly obvious disabilities, and the delay in reaching their cases not only is making it impossible for the Federal board properly to carry out its duties of determining upon and providing training for disabled soldiers, sailors, and marines, but is giving color to a belief rapidly growing throughout the United States, that the Government in whose service these men have been injured is not keeping faith with them. While it is not to be expected that the War Risk Insurance Bureau can keep absolutely up to date in its handling of this large problem, at least its service should be increasing in efficiency; yet statistics seem to show that while in the six weeks ending April 26, the speed of the Federal board in dealing with its problem has practically doubled, that of the War Risk Insurance Bureau, in the same period, has fallen off by more that 50 per cent. The average surveyed each day in that period by the board is 611 as compared with an earlier average of 332, while the daily average of cases undetermined by the bureau has increased from 449 to 689.

Moreover, this widespread dissatisfaction already referred to is emphasized by the fact that men declared compensable by the War Risk Insurance Bureau are not receiving promptly, and in many cases are not receiving at all, the compensation checks due them under those decisions. At this date, the Director of the Federal Board for Vocational Education, empowered by a special gift from the Benevolent and Protective Order of Elks, is carrying on his books 1,034 men declared compensable, placed in training, and paid in part under the law by the Federal board, but who, through failure to receive their War Risk Insurance Bureau checks and through their inability to support themselves on the partial payment made by the Federal board, are obliged to seek the aid of this private philanthropy. Moreover, a considerable number of men in training have relinquished it, upon failing to receive their bureau checks, rather than to borrow from the Elks' fund.

A clear delimitation of the respective administrative fields of the War Risk Insurance Bureau and the Federal Board for Vocational Education, and a speeding up of

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the work of the former organization are fundamental to the proper working of the vocational rehabilitation act. In addition, there are a number of minor difficulties in cooperation, most of which are embodied in communications addressed by Mr. Munroe, vice chairman of the Federal board, to Assistant Secretary Shouse on April 26. Those communications did not overstate the confusion which results from the uncertainty shown by the War Risk Insurance Bureau in its decisions concerning compensation. In regard to one disabled man it will rule favorably, while in the case of another man seemingly similarly placed, it will rule adversely. Moreover, it has not as yet published and, judging from the decisions made, it would seem that it has not yet established a scale of ratings.

The members of our staff charged with the details of this rehabilitation work have not only exercised the utmost patience in attempting to carry out cooperative relations with the bureau, but at an estimated expense of not less than $100,000, they have done much of the actual work of the bureau in the field, in seeking out disabled men, assisting them to make out their papers and helping them to secure the variety of affidavits required by the bureau. But the situation has reached a point where the work will break down unless fundamental and drastic action is taken, especially in the matter of speeding up the determination of compensation. Furthermore, it has become a matter of national discussion and wide dissatisfaction, and only prompt and far-reaching action can save it. Therefore, I have ventured, as I said in the beginning, to acquaint you with some of the conditions concerning which you could not be expected, in the great pressure of your duties, to have personal knowledge.

Very truly, yours,

DAVID F. HOUSTON,
Chairman.

Hon. CARTER GLASS,
Secretary of the Treasury, Washington, D. C.

EXHIBIT BB.

APRIL 23, 1919.

MEMORANDUM CONCERNING VOCATIONAL REHABILITATION LAW.

The war-risk insurance law and the vocational rehabilitation law were enacted by the Congress and signed by the President in the belief, doubtless, that close coordination between the War Department, the War Risk Insurance Bureau, and the Federal Board for Vocational Education would assure, under those measures, uninterrupted care of the disabled man from the moment of injury to his return, should such return be possible, to an effective position in the economic world.

The three stages of that journey are (1) complete hospital (including convalescent) treatment; (2) determination by the War Risk Insurance Bureau, immediately upon the man's discharge from the hospital, of his eligibility for compensation and the amount thereof, if any, together with its assumption of responsibility, when necessary, for the care of social dependents; and (3) training by the Federal board of all men needing it in order to enter or reenter upon civilian employment, together with placement by this board, so far as possible, of all disabled men desiring such aid.

Experience makes it clear, however, that certain steps must at once be taken to render such coordination possible and to put an end to the spectacle of men disabled in war, or in preparation for war, thrown back, without compensation or training, upon their families or even, their maimed limbs uncared for or their diseases unchecked, actually begging upon the streets of Boston, New York, and Washington itself.

The Federal Board for Vocational Education makes, therefore, the following statement:

There are, in fact, two bodies of discharged, disabled soldiers and sailors: one made up of those sent out of hospitals before the war-risk insurance law machinery got under full headway and the vocational rehabilitation law was passed, and the other made up of a rapidly increasing number of men discharged from the hospitals since June.

The first body, thousands in number, is made up almost wholly of men out, disabled or diseased, from the cantonments or other Army posts in the United States. About a third of these have tuberculosis: and as a rule, these men are at large, their disease uncorrected, and with no teaching as to its treatment. Many of them, of course, are active centers of contagion. Of the remainder, some are in civilian or United States Public Health Service hospitals, under support by the War Risk Insurance Bureau, but a large number have been scattered to every corner of the United States. All

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those entitled to compensation under the war-risk insurance law must be. and are being. picked up, one by one, by the Federal Board for Vocational Education, in order that they may be offered the training provided for in the vocational rehabilitation law.

Doubtless many of that group, especially the tuberculous, were disabled before entering military service; yet having been accepted by the draft boards and having been taken into service, it becomes a complex question as to the responsibility of the Government. Many of these cases were undoubtedly aggravated, if not produced, by the hardships of camp life, yet great numbers of these men are debarred from the receipt of compensation because their discharge papers state that their disability "was not incurred in line of duty or when employed in the active service."

Even more grave than the situation presented by this group discharged before the passage of the vocational rehabilitation law is that with which the Federal board is every day confronted: Soldiers and sailors, many of them from overseas, who have been discharged from the military and naval hospitals without any provision having been made for either their physical care, their vocational training or placement, or their compensation under the law. Were it not for the vigilance of the American Red Cross and other agencies for relief, these cases would almost all be public charges or beggars upon the streets. Among them are mildly insane men sent under military escort to their homes and there abandoned, feeble-minded and epileptic cases unprovided with guardianship or institutional care, maimed men with their stumps not yet shrunk and therefore not furnished with artificial limbs, venereal cases still in the active stage, and, as already noted, tuberculous men turned out with the disease uncorrected and with no provision made for sanitorium care. Men in this last group especially are dying off rapidly in civilian hospitals and private homes.

Moreover, men have been turned out, in many cases, with two, three, or even six months' military pay still owing to them, and with no resources, therefore, except public or private alms.

In connection with the above statements see the typical cases appended hereto.

This deplorable situation is due to the fact that, under the law, the War Risk Insurance Bureau can take no cognizance of a disabled soldier or sailor until he makes formal application for compensation; that most of these men have little or no knowledge of their eligibility for compensation; and that, in most cases, no steps have been taken, either in the Army and Navy or in the hospitals, to acquaint the men with their rights.

Furthermore, the Federal Board for Vocational Education can not, under the law, assume responsibility for a disabled man until it is clear that he is entitled to compensation under the war-risk insurance law. With the result that, while these two Federal bodies stand powerless to act or to interfere, helpless men are being sent out every day from the military and naval hospitals on the plea that, since nothing more can be done for them medically or surgically, their places should be surrendered to more hopeful cases, and are being thrown upon local charity, many of them in a penniless condition, many of them broken and ill, many of them urgently needing asylum or institutional care, and all of them unprovided, perhaps for months, with the support and training that the Congress intended they should receive.

It is inconceivable that the Congress and the Administration would knowingly permit any handicapped soldier or sailor to suffer for one instant in this needless way, or that they would countenance any hiatus between discharge from the hospital and the placing of the man on the straight road to effective industrial life, if he be competent, or in the proper asylum or sanitarium if he be mentally or physically broken. This clear intention of Congress and the President, expressed in definite law, is in many cases being nullified because:

1. The War Risk Insurance Bureau can not award compensation until the disabled man asks for it; the Federal Board for Vocational Education can assume no responsibility until the man's eligibility for compensation has been determined; and there is no adequate system for bringing the man and the bureau and board, which stand ready to help him, into immediate relation.

2. The War Risk Insurance Bureau, even when the man knows his rights and asks for compensation, is denied direct access to the findings of the hospital surgeon, upon which its decision must be based and, before it can even consider the man's case, must await the slow process of securing the findings of the military discharge board through the devious channels of the Adjutant General's Office.

Through that same channel the bureau must also ascertain, before it can make award, whether or not the disability was "incurred in line of duty or when employed in the active service." Meanwhile, in most instances, the man has perforce left the hospital and must subsist as best he may for weeks, or even months, while the data

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essential to a determination of his compensation status are being secured and the amount of that compensation determined.

3. The Federal Board for Vocational Education, which has usually secured contact, meanwhile, in the hospital with the disabled man, and has enlisted his interest in being trained for economic efficiency, can give him no help until it has been decided by the War Risk Insurance Bureau that he is entitled to compensation. In the interval between discharge and that determination, either the man has been driven by poverty to take any job that comes along, or his interest in training has entirely evaporated.

Because of this lack of coordination, a lack easily remedied by legislation or by presidential order, there is being created a dangerous discontent (1) upon the part of the soldiers and sailors and their friends, who can not understand the reason for such neglect; and (2) on the part of those who, eager to criticize the Government and its administration, find in these mistreated men a living text.

As the numbers of disabled returning from the other side increase and the necessity for rapidly clearing the hospitals becomes acute, this regrettable situation will grow worse unless immediate steps are taken to permit the War Department, the War Risk Insurance Bureau, and the Federal Board for Vocational Education to get together as the Congress intended that they should, in a joint endeavor to give continuous supervision and support to every disabled man requiring help.

After prolonged conference on the subject, the War Risk Insurance Bureau and the Federal Board for Vocational Education unite in urging the putting into immediate effect of the following procedure. It is their belief that, by taking these comparatively simple steps, the condition that has been pointed out can be promptly remedied:

(*a*) Immediately upon the preparation of the hospital examining surgeon's report recommending discharge, carbon copies of that report should be furnished to the War Risk Insurance Bureau and to the Federal Board for Vocational Education.

(*b*) The Army and Navy should designate or detail in every hospital a special medical officer whose duty in this connection will be to secure such facts and to make such recommendations concerning every man about to be discharged with an existing disability as will assist the War Risk Insurance Bureau and the Federal Board for Vocational Education in making their decisions as to compensation and training, respectively.

(*c*) It should be the duty of such officer, or of some other designated person in each hospital, to inform every disabled man of his rights under the war-risk insurance and vocational rehabilitation laws, and to assist him, should he desire it, in making out his formal application for compensation under the former act.

(*d*) Immediately upon the preparation of the hospital medical officer's recommendation for discharge, an authorized representative of the Federal board should be given access, as a matter of right and, of course, under existing hospital rules and regulations, to all disabled men so recommended, in order that he may study their cases, advise them as to their opportunities under the vocational rehabilitation law, and form an opinion as to the nature and extent of the vocational training required.

(*e*) Following action by the military discharge board, every man with a surgical or medical disability should be detained, either in a military or naval hospital, or in a discharge depot under military or naval control, until such time as the military or naval authorities are notified by the War Risk Insurance Bureau and the Federal Board for Vocational Education that definite and satisfactory arrangements have been made for the disposition of each case so held.

Finally, steps should at once be taken to enable the Federal Board for Vocational Education to extend the benefits of the vocational rehabilitation law to two large and increasing classes of disabled soldiers and sailors now excluded, viz:

(1) American citizens who, having originally enlisted in the Canadian or other foreign allied service, do not meet the requirement of "discharge from the military or naval forces of the United States."

(2) Men disabled through service in the military or naval forces of an allied nation other than the United States, who have come, or will come, to this country as returning residents or citizens, or as prospective citizens, and who are also, under the law, debarred from receiving aid. It is suggested that, if possible, reciprocal relations or understandings be set up, in this matter of vocational rehabilitation, with those allied nations in which similar work in vocational rehabilitation is being carried on.

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EXHIBIT GG.

[S. 5038.]

STATEMENT FROM THE OFFICE OF THE FEDERAL BOARD FOR VOCATIONAL EDUCATION, RELATIVE TO SENATE 5038, REFERRED TO THE COMMITTEE ON EDUCATION OF THE HOUSE, DECEMBER 7, 1918.

The Federal board asks two things: First, favorable consideration of this bill in order that the board may have authority for a more liberal use of gifts and donations under section 7 of the vocational rehabilitation act of June 27, 1918; and, second, the amendment of Senate 5038, in order that certain funds under section 8, needed only in part for the purposes for which originally appropriated, may be applied to purposes for which they are sorely needed in connection with the care, relief, and emergency help for disabled soldiers.

The legislation asked for, including the proposed amendments, will not add one dollar to the funds of the board, but will simply make such funds available for our pressing needs which unless made by the Congress will have to be supplied, if they can be supplied at all, from private sources.

RELIEF GIVEN BY BILL NECESSARY TO MEET EMERGENCY.

Section 7 of the vocational rehabilitation act (40 Stat., 618) authorizes and empowers the Federal Board for Vocational Education to receive gifts and donations and to use the same "to defray the expenses of providing and maintaining courses of vocational rehabilitation." The purpose of the act is to provide for the vocational rehabilitation and return to civil employment of disabled men discharged from the military and naval forces of the United States, provided they are unable to enter gainful occupations successfully without training, and provided further that vocational training is feasible.

The act makes it the duty of the board: First, to decide whether or not discharged men can return to gainful occupations without vocational training and to determine whether or not vocational training is feasible; second, to provide facilities, instructors, and courses necessary to insure proper training; and, third, to make every endeavor to place disabled men in suitable or gainful occupations.

The special fund authorized by section 7 was manifestly intended to be used by the board in connection with the appropriations made by the act or those to be made hereafter to defray the expenses incident to the performance of these duties. On account of the language employed in the section a doubt existed, however, as to whether the special fund thereby created could be used for expenses incurred in ascertaining whether disabled men can return to gainful occupations without training, in determining feasibility of training, and in giving special relief in meritorious cases.

On October 15 a request was made of the Comptroller of the Treasury for a ruling as to whether the board could use this special fund "in connection with the appropriation for miscellaneous contingencies provided by section 8 in defraying such expenses as it, in its discretion, deems necessary to determine the status of disabled soldiers and sailors under the act, including the cost of lodging, subsistence, and other necessary expenses, and also, when properly safeguarded, for loaning money to disabled men in exceptional cases."

In response to this request the comptroller, in a letter of October 29, decided that: "The special fund is specifically for use in connection with providing and maintaining courses of vocational rehabilitation, and this must mean a course as such, whereas the expenses in question are such as may be classed as individual needs, largely subsistence, and the connection they have with a rehabilitation course is at best indirect. The fund can not be considered available for such expenses."

In his decision the comptroller went on to say that in his opinion none of the funds of the vocational rehabilitation act were available for the making of loans or gifts to disabled soldiers and sailors, even in emergency and meritorious cases.

This decision greatly cripples the Federal board in its work with the disabled soldiers and sailors and is rapidly bringing about a situation in which the Federal Government is placed in the light of being negligent of men who have risked everything on behalf of the country.

For reasons which seem to be unavoidable, many men are being discharged from military and naval service without adequate funds, sometimes without sufficient even to purchase civilian clothing. On the other hand, a considerable period sometimes necessarily elapses between the time of the man's discharge and the determination of his eligibility for training and the type of course best suited to his needs.

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As the law is now worded, the board is forbidden to utilize either its regular funds or those in the so-called "gift" section for the relief of these men, and there are numerous instances of men honorably discharged from the service with disabilities who are the recipients of public charity instead of being supported as they should be before training as well as during training by the Federal Government.

The signing of the armistice and the increased speed with which both sound and disabled men are being discharged from the service makes the situation still more difficult and critical, and the board is faced by an emergency for which it asks the earliest possible relief from the Congress.

Until such relief is afforded, it is impossible for the board even to accept gifts which many organizations and individuals are anxious to make unconditionally for this work of relief, since under the above-quoted ruling of the comptroller such donations could not be used for this emergency purpose.

Proper care of disabled soldiers requires amendment to S. 5038 as follows:

PROPOSED AMENDMENT.

1. Strike out the word "is" after the word "eighteen" on page 1, line 5, and insert the words "together with the items of appropriation contained in section 8 of said act, are"

2. Strike out the period after the word "employment" in line 2 of page 2 and insert the words "and for supplementing any or all of the other items of appropriation made by said act."

Section 8 of the act appropriates a total of $2,000,000 as a continuing fund of which an item of $250,000 is appropriated for renting and remodeling buildings and for equipment, and an item of $545,000 for tuition for disabled persons pursuing courses in existing institutions. These two items together make a total of $795,000. The Federal board finds that the appropriations for these two items are more than sufficient to meet the possible expenditures for the fiscal year, and that additional moneys are needed to supplement the appropriations made for certain other items in the act. It is recommended, therefore, that the unused moneys for rent and equipment and for tuition be made available by the proposed amendments to S. 5038.

Much of the funds for rent, repair, and equipment and for tuition will not be expended during the current fiscal year, if ever, because:

1. The board has found it possible by placing disabled men for training in existing institutions to utilize more than $300,000,000 of facilities eagerly offered by public and private schools, shops, offices, and farms. In this way large expenditures of money for the rent of buildings and the equipment of schools have been avoided, thus leaving a fund of $250,000 practically unused unless it can be made available for other and more needed purposes.

2. The board expects to train disabled men as near to their former places of residence as possible. For many lines of work this will be done in the public schools and colleges of the State and often of the community in which the disabled man resided before he went to war. These schools in most cases refuse to charge the Government any tuition for the reeducation of the sons of their own city or State even where such a charge for a resident student could legally be made. Many private institutions, including the proprietors of shops and offices to which men are sent to take approved courses, take the same position. As a result a considerable part of the item of $545,000 for tuition will be unused unless it can be made available for other and more needed purposes.

The funds saved from rent, equipment, and tuition are badly needed to supplement other items of expenditure provided in the act, because:

1. The sudden close of the war brought an abandonment of the policy of holding men with disabilities for restricted service and led to the rapid discharge from the service of all men functionally restored. This greatly increased the number of disabled men for whom the board must provide during the current fiscal year and, therefore, makes it necessary to supplement all other items of expenditure, with the exception of rent, equipment, and tuition, as above described.

2. The board must by personal contact reach, with the offer of the training and placement which Congress has provided, every disabled man entitled to this service Under the original plan this was to be done in about 16 hospitals. The number of points has now been increased to over 100 Army and 24 Navy hospitals scattered over the whole United States. If the man is interviewed at the hospital before he is discharged, the work can be done for about $5 per man. If he must be reached in the field after he has left the hospital, the cost will be more than $100 per man. Assuming that 75,000 men are entitled to the benefits of the war-risk insurance act, contact

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at the hospital instead of field contact with each man would save the Government almost $6,000,000.

To make this saving the board must, for a short period of about six months, increase the number of its field workers under Civil Service regulations employed as vocational advisers in hospitals, and to do this the unexpended balances in the appropriations for rent, equipment, and tuition should be made available.

3. The amendment to the bill providing that unexpended balances in the appropriation for rent, equipment, and tuition be used for expenditures incurred in the investigation necessary to determine the eligibility of men for training and for expenditures necessary to the proper placement of men in employment is urged in order that there may be no question as to the duty and authority of the board to make expenditures for these purposes. Unless they are made some men will lack intelligent treatment, proper care, and the prompt action necessary to save the handicapped man from humiliation, hardship, or failure in the effort of the Government to rehabilitate him vocationally.

EXHIBIT H H.

[PUBLIC—NO. 279—65TH CONGRESS.]

[S. 5038.]

AN ACT Extending the use of the special fund for vocational education provided by section seven of the vocational rehabilitation act, approved June twenty-seventh, nineteen hundred and eighteen, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the special fund for vocational education, authorized by section seven of the vocational rehabilitation act, approved June twenty-seventh, nineteen hundred and eighteen, together with the items of appropriation made by said act, are hereby made available, in addition to the purposes therein prescribed, for such other expenses as in the discretion of the board is deemed necessary and proper for the payment of necessary travel, lodging, subsistence, and other expenses of disabled men while under investigation by the board to determine their eligibility for training under the act, and the purchase of supplies, equipment, and clothing for disabled men when ready to enter employment, and the traveling expenses of such men to place of employment and for supplementing any or all of the other items of appropriation made by said act.

Approved February 16, 1919.

EXHIBIT JJ.

JUNE 23, 1919.

Hon. FRANCIS E. WARREN,
United States Senate, Washington, D. C.

MY DEAR SENATOR: I find on page 39 of H. R. 6176 (Union Calendar No. 15) that the sundry civil bill makes very serious limitations in connection with the appropriation to be used by the Federal Board for Vocational Education, for the rehabilitation of soldiers and sailors. These limitations would result in our losing probably half our staff at this most critical time, when our work is at its most urgent point.

May we have the privilege of appearing before the Senate Committee on Appropriations, or before yourself personally, to explain the situation and to urge a revision of the terms of the appropriation? Kindly make this appointment at your earliest convenience, and greatly oblige.

Yours, very sincerely,

JAMES P. MUNROE, *Vice Chairman.*

JUNE 23, 1919.

Hon. FRANCIS E. WARREN,
Chairman Committee on Appropriations,
United States Senate, Washington, D. C.

MY DEAR SENATOR: As requested over the telephone, I am addressing, for your earnest consideration and that of your committee, the following memorandum relative to the appropriation for vocational rehabilitation of disabled soldiers, sailors, and marines found on page 39 of Union Calendar No. 15, H. R. 6176, Report No. 48. While, as far as we can foresee, the appropriation of $4,000,000 therein made will

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not be sufficient, we accept this amount in the belief that it will carry the work well into the next calendar year, when, if necessary, we can again approach Congress with full confidence that they will not hesitate to provide all that is necessary for the rehabilitation of men who have been injured in the service of their country.

We desire to call to the attention of your committee, however, the fact that the limitations placed by the proviso in the last seven lines of this appropriation will result in a complete disorganization of the work of this board at a moment when it is approaching its highest load; when the Congress is about to place upon us, through the proposed amendment to section 2 of the vocational rehabilitation act, greatly enlarged responsibilities; and at a time when every minute's delay will greatly aggravate the unrest, and even bitterness, of disabled boys all over the country whose rehabilitation has already, through circumstances over which the Federal Board for Vocational Education has no control, been exasperatingly delayed.

Up to the 1st day of June, the district offices of the board had registered a total of 112,281 disabled men, had established personal contact with 88,300 of them; medical surveys had been made of 25,308 of these men; vocational surveys of 73,368. The number of additional undischarged men reported in Army and Navy hospitals in this country on the 1st day of June was approximately 59,000. This does not count the number in France nor the number not yet reached in the field in this country. Thirteen thousand and fifty-one men had been recommended for training by the district case boards and 7,500 men had been assisted in one way or another in the securing of employment. At the present time approximately 4,200 men are in training; about 6,000 cases are ready to be placed in training as soon as legislation before Congress, which passed the Senate unanimously last week, has become law.

So far as we can now foresee, the above figures represent less than half of the task of getting at every disabled soldier, sailor, and marine wounded or diseased in the service of the Government and providing either for his direct placement or for his training and placement. But the essential element in the remaining task is speed, and speed can be assured only by utilizing to the fullest limit, the services of men already familiar with the work, and trained to carry it forward effectively. Such a force we have succeeded in building up by taking men from permanent positions in which they were earning good salaries, and inducing them to take up this temporary service. This involved, in most cases, the leaving of their homes and the added costs and difficulties which that involves. Nevertheless, many of these men have been secured at salaries no greater than they were receiving in their permanent positions and of the others the increased salary, averaging not more than $300 a year, does not begin to cover the increased expenses under which these men find themselves. The work involved in dealing wisely and efficiently with disabled soldiers requires men of experience, of standing in the community, of ability to handle difficult situations, and of power to meet out in the field in our 14 district offices and our 7 subdistrict offices every sort of administrative problem. Cheap men can not do this work and were they to undertake it, disastrous results reflecting seriously upon the efficiency and good faith of the Federal Government in carrying out this important piece of work would follow.

Were this limiation in regard to the appropriation to stand, the board would lose nearly 200 members of its staff—men of ability and tried experience, and worse than that, would lose its 14 district officers who, even were their salaries not cut down would refuse to attempt to carry on the work in the States with the inefficient and untried men who would have to be brought in to take the place of those resigning as the result of this congressional action. Ninety-two members of the staff would be affected by the provision limiting the number to be employed in excess of $3,000 to 20, and 193 would be affected by the provision limiting the number to be employed between $2,500 and $3,000 to 30, and these men so affected are the framework of our organization, the very bone and sinew of the vocational rehabilitation Service. With these gone, the work would be in chaos for six months, disabled boys to the number of tens of thousands would be left uncared for, and the results would be in every way disastrous.

Under this proposed limitation it would be impossible to retain these essential men, because all of them have permanent positions at higher salaries than those permitted under this limitation would provide, and it would be out of reason to expect such men to keep a temporary position at a lower compensation than they could elsewhere get. Moreover, their places can not be filled because, in the first place, no untried man can fill the place of one who has had months of experience in a difficult work of this kind, and in the second place, because competent men can not be induced to take up this temporary, high-grade work at the salaries imposed by the suggested limitation.

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In view of the above, it is respectfully suggested that in the section referring to vocational rehabilitation the words in the last seven lines following the word "*Provided*" be stricken out, and that the following words be substituted: "That not more than one person shall be employed hereunder at a rate of compensation in excess of $5,000 per annum, and that not more than three persons shall be employed at rates of compensation in excess of $4,000 each per annum."

It seems to us that this simple change would safeguard, as they should be protected, the Federal funds, without throwing into hopeless chaos the work for diasbled soldiers, sailors, and marines which it is clear that the Congress and the people of the United States desire to be promptly and efficiently performed.

Very respectfully, yours,

JAMES P. MUNROE, *Vice Chairman.*

EXHIBIT T.

POSSIBLE AMENDMENTS TO LEGISLATION.

SEPTEMBER 20, 1918.

As arranged at staff conference held on Monday evening, September 16, Messrs Munroe and Kidner saw Mr. Love, Assistant Secretary of the Treasury, on September 17, and discussed very generally some of the difficulties being experienced because of the delay in discovering a man's compensation status. Mr. Love expressed himself as willing to join in asking for an amendment to the act, but suggested the possibility of solving the present difficulties by adjustments of procedure. He asked for a further conference in which some officials of the War Risk Insurance Bureau would participate.

On September 19 Mr. Love notified Mr. Munroe that he was called out of town, but wished us to discuss possible schemes with Mr. Houlihan. Messrs. Munroe, Kidner, and Maddrill conferred with Mr. Houlihan and Col. Banks on the following points:

1. Acceptance by War Risk Insurance Bureau of the findings of the last medical board, as recorded in the surgeon's certificate of discharge as a basis for award of compensation.

Mr. Houlihan stated that the bureau was quite willing to use this certificate and would require no further medical examination, but the bureau had not been able to obtain this certificate, or a copy of it. On being informed that the vocational advisors of the board were given access to this certificate and allowed to make a copy of it for our confidential use, Mr. Houlihan suggested that our advisors make an additional copy and forward to the War Risk Insurance Bureau, together with the man's application for compensation.

It was agreed that this would expedite matters considerably, but that it was a duty which should be carried out by the hospital authorities, rather than by the Federal board. Also, it would not be of any avail in the case of naval hospitals, from which men are discharged immediately after a medical survey board has decided that no further treatment is indicated. Also, in the case of men in hospitals in the far West, some considerable time must elapse before the decision of the bureau could be received, even if there were no complications in the case.

2. The following alternative plans involving changes in legislation was discussed at length, and it was agreed that it would prevent any hiatus between the discharge of a man and the commencement of his training course, except that in some cases a man may desire a short leave to visit his friends immediately after his discharge:

(*a*) The Federal board to decide upon the evidence of the surgeon's certificate of discharge, and by other examinations if it deemed necessary, whether or not a man needed reeducation; that is, was unable to follow his former occupation efficiently. If the Federal board decided that a man was entitled to reeducation on this ground, the man's discharge would be carried out as soon as the Federal board notified the hospital authorities.

(*b*) The Federal board would establish a scale of pay and allowances for the man and his dependents, if any, and he would be discharged to the Federal board which would place him on its pay list from the date of his discharge, or at the date of commencing his course.

NOTE.—The allotments to a man's dependents payable by the Army paymaster and his own pay cease on a man's discharge.

(*c*) The War Risk Insurance Bureau would cease its payments to the man and to his dependents at the date of his discharge. It would consider the case upon the evidence of the surgeon's certificate of discharge and make its award of compensation in due course. The bureau would either (1) notify the Federal board of its award and the

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Federal board would reduce its payments to the amount of monthly compensation awarded the man, or (2) the board would continue the payments in full and be reimbursed by the War Risk Insurance Bureau to the amount payable under its award.

It is possible that under this plan a few men may be adjudged as requiring vocational reeducation who would be found not to be entitled to compensation; but not in large numbers. The surgeon's certificate of discharge gives not only the cause and extent (in fractions) of the disability, but also states whether or not it was incurred "in line of duty," which are the basic facts on which both the Federal board and the bureau would make their decisions.

EXTRACTS FROM SOLDIERS' LETTERS RECEIVED PRIOR TO CONGRESSIONAL INVESTIGATION STATING THEIR SATISFACTION WITH THE TRAINING THEY ARE RECEIVING.

From Lonnie J. Highsmith, 174 Hickory Street, Athens, Ga., February 25, 1920: "We are thankful that our Government has not left us as it did the veterans of bygone-days (not that we are better than they, for we are not so good), but that our Government has grown and developed and waxed rich and is better able to do this work now than it was after other wars. All that I ask from the Government that I volunteered to fight for, is to let me finish the course of studies that I am working on and I think I will be in a position to make the necessaries to get the wherewith to maintain life."

From Alford St. Germaine, Cincinnati, Ohio, May 23, 1919: "I think by going under hard studies and using common sense, soldiers like myself will find better living in the future, and this is my aim. Here's hoping that our fellow fighters will do likewise, and I am sure they will be contented with their studies and work as well as opportunities offered to them by our Government."

From Thomas M. Hildreth, Sacramento, Calif., May 14, 1919: "For the benefit of the boys who are not taking advantage of the training the Federal Board for Vocational Education offers, I wish to say that they are missing one of the best opportunities of their lives."

Thomas C. Brannan, Berwyn, Md., September 30, 1919: "The efforts and results of the Federal board certainly are deeply appreciated, and since Uncle Sam has been so kind and considerate of us in giving us the opportunities which we are now so fortunate to have, we mean to do our best and make a success or die in the attempt to succeed, and we know what we will have to do in order to pull through on top."

From Cecil Meyer, University Station, Gainesville, Fla., December 10, 1919: "I have been in training under the Federal board since May 28, this year, and I like it fine, and in fact this is the opportunity that I have looked for throughout life."

From E. F. Powers, San Francisco, Calif., May 26, 1919: "I take pleasure in telling you that I have completed my course in training for a marine engineer and was most certainly surprised that I could do so in so short a period. I found that by living as temperate a life as possible and utilizing every opportunity I was able to learn as much from the United States Shipping Board School as the average university graduate and able to pass an examination for third assistant engineer unlimited. I have been able to do what I thought would be impossible. The least pay for a licensed third assistant engineer is $120 a month and found. For a man that has to work technical knowledge is no good without the practical knowledge, therefore I can do better by going to work now."

From A. D. Strader, West Virginia University, November 12, 1919: "I highly value the training that has been granted me by the Government. I thank you all very much. Now the Government is paying us back and wishes us to make good. It is up to us to make good, not only for ourselves, but to help so that the Government will lead all other nations in the future as it has in the past."

From Mrs. Grace E. Terry, 2606 West Main Street, Richmond, Va., December 8, 1919: "I am thankful to say that I am being trained for millinery work, at which I think I can make a living at home and not be a dependent. Mrs. Reed, my counselor, seems to be very much interested in me, which I appreciate."

From John Henry Atherson, Salome, Ky., October 30, 1919: "Your letter received notifying me of approval of training in a course of agriculture. This is a splendid opportunity and generous offer, and I would be very foolish and ungrateful if I failed to meet it with my best efforts."

From Robert W. Cooper, Tulane Receiving School, New Orleans, La., August 7, 1919: "Inclosed I wish to say my training has been very satisfactory, my environment very agreeable, and, lastly, I will prove the good will of those connected with district No. 6, while making good in district No. 8. The academic help I have received has been and will be invaluable to my future progress, and especially with the help given

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me in English and arithmetic. It has shaken my head from the neck up, tending to make me realize that more than one recess of my brain has remained dormant for years."

From Raymond Lasance, 129 West Fourteenth Street, Cincinnati, Ohio, May 23, 1919: "I desire to express my appreciation to the Federal board for the training I am receiving. By its workings I will be able to complete my education and obtain for myself in the commercial world a position to which I might never have attained before my disability."

From Ralph Schefer, 3858 Millsbrae Avenue, Hyde Park, Cincinnati, Ohio, May 23, 1919: "I took up training under the direction of the Federal Board for Vocational Education at Miller's School of Business. I am well satisfied and sure that I will be able to earn a great deal more money than I previously did before I enlisted."

From R. M. Prather, M. D., New Orleans, La.: "I want to say that, without exaggeration, I think the Federal Board for Vocational Education is doing more for the discharged soldier than is generally known to the public. I have benefited greatly, both in health and knowledge, since I started under your supervision, and I expect to return from New York about the 1st of January as a specialist in diseases of the eye, ear, nose, and throat."

From Lawrence Packwood, Chicago Business College, December 22, 1919: "I am preparing myself not to be a burden on the taxpayer, but to be a credit to my country and uphold its Constitution, and recognize that this country keeps its promises to its service men."

From Carl F. Minion, Cincinnati, Ohio, May 22, 1919: "I have now been in this school, Ohio Mechanics Institute, three months, and find that it is helping me greatly, and feel that after I am through school I will be in better shape, as far as earning power is concerned, than before I entered the service. It is surprising to me to see the interest every man is taking in his work."

From Thomas M. Hildreth, Sacramento, Calif., May 14, 1919: "I am attending Heald's Business College in this city. For the benefit of the boys who are not taking advantage of the training the Federal board offers, I wish to say that they are missing the best opportunity of their lives."

From John B. Gardner, Young Men's Christian Association, Cincinnati, Ohio, May 23, 1919: "I am very interested in my course, and there is no doubt that I will be able to go out in the business world and double my earning capacity after completing my course under the direction of the Federal board."

From Herbert W. Will, 1132 Park Avenue, Newport, Ky., April 23, 1919: "I want to express to you my appreciation of all that your board has done for me. I am more than satisfied with the treatment accorded me by you and the members of the district No. 7 office."

From Carl F. Minion, Cincinnati, Ohio, May 22, 1919: "It is surprising to me to see the interest every man is taking in his work. They realize it is expected of them and want to make good, and I know they will have proper support."

From Thomas F. Hendrick, captain, Baltimore, Md., October 9, 1919: " It is my belief that criticism directed toward the Federal board was largely due to the fact that the men were more anxious to get home than to enter training. I am well satisfied with my avocation, and place my stamp of approval on all actions of the Federal board that have come under my observations."

From Douglas D. Stone, 1730 La Loma Avenue, Berkeley, Calif., January 8, 1920: "I certainly appreciate the wonderful opportunity offered me through the Federal board, and the best way I can show my appreciation is by the report here made on my studies. Prof. Langille congratulated me on my work. I hope this report will be perfectly satisfactory to the board."

From W. B. Whidden, University Station, Gainesville, Fla.: "The Federal Board for Vocational Education is sending me to school at the University of Florida. I have been here one month and five days. I am learning fast. I am taking a course in agriculture. I want to do all I can to learn as much as possible so that when school is out and I get through with my studies, I can get a job. I like the school fine, and I think it is a good thing for me and am going to do my best to accomplish something."

From Roan J. Turner, University Station, Gainesville, Fla.: "The Federal Board gave me an opportunity to take a special training with them that I might educate myself so that I might be able to earn a living. I decided to specialize in dairying. After I have completed my training I want to manage dairying or a dairying farm; in fact, I hope to be able to manage anything in the line of agriculture."

From Levi Marshall Nagle, University Station, Gainesville, Fla., November 26, 1919: "The Government sent me to the University of Florida to attend the Agricultural College here to take a course in agriculture. They are paying my tuition and

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provide any textbooks for me, as well as give me $80 a month, or $40 every two weeks, while I am here. I think the course is a wonderful opportunity. I know that, with the knowledge I had when I came here, I could not in my condition make a livelihood in farming, but it is a wonderfully instructive course which I have taken up here and I am firmly convinced that, when the course is completed, that the knowledge gained will be of more worth to me than anything else which I know of."

From J. C. Rathburn, 106 West Sixty-third Street, New York City, February 9, 1920: "I do not care for placement. Might mention the course is completed. Did me a numerous amount of benefit and wish to thank the New York board for its appreciated service to me."

From L. E. Cox, 521 Lumkin Street, Athens, Ga., March 7, 1920: "I am truly grateful for what the Federal board is doing for me, and I am trying to get all I can out of this course. This training will help us to overcome our handicaps by making of us efficient managers. I think the Government's plan for training the disabled soldier is proving a success and is going to enable us to carry on."

From J. Perlmutt, 370 South Lumkin Street, Athens, Ga.: "Not only am I getting a thorough training in the elementary principles of education but also training in mechanical pursuits and agricultural training. My course is keeping me in the open air a great deal and thus benefiting me in a healthful way. This training is priceless to me and its value can not be estimated in money."

From Aylett D. Clark, 513 West Cumberland Street, Knoxville, Tenn., February 26, 1920: "I entered the offices of the Federal board feeling hostile to the world at large and the Federal board in particular. On leaving your offices I found that I had undergone some great change. I can not explain it other than renewed faith in my fellowmen."

From Edward Yake, to Senator John Walter Smith, December 10, 1919: "September 1, 1919, the Federal Board for Vocational Education took hold of me. They got me a job, paid me $115 per month every month, and now I am making $150 per month. The best friend the enlisted man has in the world is the Red Cross and the Federal board. Speak up, men, tell our dear beloved friend, John Walter Smith, what the dear old Federal board has meant to you."

From Wallace F. Mustin, 934 North Calvert Street, Baltimore, Md., February 25, 1920: "I wish to let you know how nicely I am getting along at the Baltimore College of Dental Surgery, while in the meantime it is my desire to show the Federal board my appreciation for what it is doing for me. My wife and myself have planned our living expenses to correspond with the monthly salary which we receive from the Federal board. We have planned to live on it by economizing, but nothing to waste, which, of course, is expected. In the meantime we are working hard and planning forward to a bright future. I wish the Federal Board for Vocational Education the best of luck and hope to be with it to the end of my college career."

From Winand Pyle, M. D., 3538 York Road, Baltimore, Md.: "My course at Johns Hopkins is nearing completion and I shall soon apply for transportation home. The course has been very profitable and extremely interesting. I am sure its value to me far exceeds the money expended for it. I wish to thank you and your staff for your kindness to me. I wish you all a Merry Christmas and a Happy New Year."

From Ignace Miletz, Chicago Business College, Chicago, Ill., February 9, 1920: "I am now attending the Chicago Business College, taking a business course which will enable me to earn my living in the future. Salesmanship especially appeals to me, and I hope to become a good salesman. I wish to thank the people through the Federal board for the opportunity given us boys."

From S. A. Sandberg, Chicago Business College, Chicago, Ill., February 9, 1920: "I intend to take a position as salesman and I am sure my training will help me accomplish my purpose. I want to assure you of my appreciation of the Federal board's activities in behalf of myself and other injured buddies."

From Angelus Chure, Chicago Business College, Chicago, Ill., February 9, 1920: "Speaking several languages, I have taken this commercial course, and especially salesmanship, and prepare myself for the foreign commerce, where are found the biggest possibilities of to-day."

From Louis Golden, Chicago Business College, Chicago, Ill., February 10, 1920: "I am satisfied that I have made considerable progress, and hope to do even better hereafter. My object is to become a successful salesman or advertising man. I have unlimited confidence in my abilities and I do not mean to be a burden to the Government. It is my aim to overcome my handicap and win success."

From John G. Moore, Chicago Business College, Chicago, Ill., February 9, 1920: "I wish to say my future welfare looks very good, as this school is giving me the necessary training for an occupation that will always give me an opportunity to make a living. The training I am receiving will help me in securing a chance to command a salary

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that will satisfy my needs. I hope to be a credit to the vocational board and to prove myself worthy of trust."

The following communications, among many others, were received after the congressional investigation of the board's activities commenced from Carl Schuman, L. B. Lambert, Henry Todd, Elmer E. Paine, and V. R. Bartlett, Washington, D. C., March 9, 1920: "To whom it may concern: We have found the vocational officers of district No. 4 always courteous and considerate. We have been fairly treated as regards to the training and the remuneration which was at the hands of the Government. Therefore, in the face of the criticism to which the board is at present subjected, we wish to express our hearty appreciation and thanks to the Federal board for its just and kind treatment of us."

From Arthur F. Johnson and 81 other students at Heffley Institute, Brooklyn, N. Y., March 25, 1920: "We, students under the Federal Board for Vocational Education, believe that the Federal Board for Vocational Education is very efficient in its required duties, under the present conditions, and regret that it should at this time be a target of public criticism and contempt."

Caplinger, Harold R., 8-11322; private, first-class, Company I, Fifty-sixth Infantry; 823 Addison Street, Chicago, Ill.

Offered section 2 training in tryout in forestry, September 16, 1919.

After repeated attempts to gain contact with the man, his case was sent to Red Cross, copy of whose report is submitted:

FEBRUARY 20, 1920.

Caplinger, Harold, left Chicago address, 618 North Clark Street; mail can be sent through address, but the man has reenlisted and is at Camp Stewart, W. Va.

L. C. TWITCHELL.

Dibler, Charles Willis, 8-347, seaman, second class, United States Navy, R. F. D. No. 2, Quincy, Mich.

Offered section 2 training in try out in general construction, September 10, 1919.

Postponed training as shown by his letter in our files, copy of which is submitted:

JANUARY 12, 1920.

In answer to above I wish to state I am not at present in any physical condition to study, due to my stomach and nervous condition. I had hoped some time ago to be improved enough to start, but can only state that I am doing all I can to get in a physical condition to take the school matter up.

The Government doctor at Coldwater, Mich., is doctoring me at present, but I can not see as his medicine has helped me any as yet. As soon as I am able I shall let you know.

Yours, respectfully,

CHARLES W. DIBLER.

Barzdaitus, Anthony, 8-10100, private, first class, Company N, Eleventh Infantry, Fifth Division, 2722 West Twenty-second Street, Chicago, Ill.

Offered section 2 training in agriculture and elementary subjects, October 8, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

DECEMBER 2, 1919.

I received your third letter and wish to say that I do not desire to take advantage of the opportunity offered. I do not think there is anything gained by doing so.

Yours, respectfully,

ANTHONY BARZDAITUS

Flamsted, Thorvald Henry, 8-14160, private, Company E, Three hundred and seventh Ammunition Train, Alto, Mich.

Offered section 2 training in general agriculture, specializing in animal husbandry, August 4, 1919.

Postponed training as shown by a letter in our files, copy of which is submitted:

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JANUARY 17, 1920.

The above-named man is now located in Denmark, but a letter from his sister states that they expect him back home in a month or so. His sister further states that as soon as her brother returns she will endeavor to have him call at this office regarding his course of training which has been approved under section 2.

L. W. GEORGE.

Conroy, Fred T., 26660, sergeant, Ordnance, Fourth Ammunition Train, 918 Howard Street, Port Huron, Mich.

Offered section 2 training in oxy-acetylene welding, September 9, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

NORWALK, OHIO, *September 26, 1919.*

CHAS. W. SYLVESTER,
Vocational Officer.

DEAR SIR: Your letter received in regards to vocational training and I have decided not to do any hard work. I have just started to work for a butter and egg firm, and have light, easy job. I am going to try it, and I think I can do it all right. Thanking you very kindly, I beg to remain,

Respectfully, yours,

FRED T. CONROY.

MARCH 16, 1920.

Dental, Charles, 8-20779, private, Company B, One hundred and twenty-sixth Infantry, Addison, Mich.

Offered section 2 training in general agriculture, August 12, 1919.

Postponed training, as shown by his letter in our files, copy of which is submitted:

JANUARY 19, 1920.

Your kind letter of a recent date at hand. Will say my present conditions as to health are such as would not conflict to my taking up a vocational course. As to the training that has been approved for me, I have decided not to take, as my plans, which I put in for such a course, did not materialize as expected. In the near future, if I should decide to take up any particular training, will write for information on same.

Thanking you for your interest taken in same, I remain,

CHAS. O. DENTAL.

Cornell, Buford H., 6250, private, Company B, One hundred and twenty-third Infantry, Henning, Ill.

Offered section 2 training in agriculture and farm management, December 13, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

HENNING, ILL., *February 2, 1920.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION.

DEAR SIR: Received yours of the 29th. Must say it is impossible for me to attend the University of Illinois at this time on account of sickness in our home. But I want to thank the board for what they are doing for ex-soldiers. This sure is an opportunity of a lifetime. Thanking you again for your efforts, I remain,

BUFFORD H. CORNELL.

Roscoe, Frederick, 8-6003, private, Company C, Eighteenth Infantry, 1271 Harper Avenue, Detroit, Mich.

Offered section 2 training in tryout in sheet metal May 28, 1919.

Refused training, as shown by his letter in our files, copy of which is submitted:

JULY 7, 1919.

I have been informed of the opportunities offered to me by the Federal board and wish to state I do not wish to consider training at this time. I am working at the Ford Motor Co., earning $4.80 per day and will soon be promoted to $6 per day.

FREDERICK ROSCOE.

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Waniata, Edward, 8-1268, private, United States Army, Fifth Company, Second Training Battalion. 159 D. B., 1223 South Spaulding Avenue, Chicago, Ill.

Offered section 2 training in tryout in English August 29, 1919.

Refused training, as shown by his letter in our files, copy of which is submitted:

SEPTEMBER 4, 1919.

I received your letter yesterday and I wish to inform you that I was discharged from the hospital at Forty-seventh and Drexel Boulevard August 11, and I am working back at my trade again. Thanking you for your kindness shown to me when I was at your office, I remain,

EDWARD WANIATA.

Sitek, Michael Joseph, 8-12793, private, first class, Company C Three hundred and eleventh Engineers, Eighty-sixth Division, 4205 Lincoln Avenue, Chicago, Ill.:

Offered section 2, training in tryout in oxy-acetyline welding, August 18, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

JANUARY 15, 1920.

The superior chapter of the Red Cross informs me that you have written them in reference to my vocational training, asking that I write you whether or not I wish to take advantage of same at this time.

I am now employed at one of the local coal docks, learning to run an electrical car-loader. I have promised them that I would stay with them, and feel that I should keep my promise to them, so would not care to take the course in vocational training at this time. I presume that I can do so later on if I should so desire. Kindly advise me.

Thanking you for your attention to this, I am

Respectfully yours,

MICHAEL J. SITEK.

Duvall, Edgar Eli, 8-6145, seaman second class, Navy, R. F. D. No. 2, Monroe, Mich.:

Offered section 2, training in tryout in general agriculture, emphasizing hog raising, September 8, 1919.

Postponed training as shown by his letter in our files, copy of which is submitted:

MARCH 1, 1920.

I have no intention of going to school right now, but I may like to go to school next winter. I am undecided at the present time.

E. E. DUVALL.

Callahan, John (14927), private, Company H, One hundred and twenty-ninth Infantry, Grafton, Ill.:

Offered section 2 training in business course, November 20, 1919.

Postponed training as shown by his letter in our files, copy of which is submitted:

GRAFTON, ILL., *February 18, 1920.*

MR. CHAS. W. SYLVESTER,
Chicago, Ill.

DEAR SIR: Your letter received and appreciate very much, but it will be impossible for me to start to school for some time, as I have been under the care of a doctor for the past two weeks and he informs me it would not be safe for me to enter a closed school room at present; therefore if the date of starting can be deferred it will be a great favor to me, so if you will kindly advise me in regard to this matter it will be highly appreciated.

Thanking you for past favors, I am, respectfully,

JOHN CALLAHAN.

Sweeney, David J. (18509), private first class, Company I, Thirty-ninth Infantry, Rochelle, Ill.:

Offered section 2 training in general agriculture November 20, 1919.

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Postponed training as shown by his letter in our files, copy of which is submitted:

ROCHELLE, ILL., *December 15, 1919.*

Am in receipt of yours of December 2 with regard to my course in general agriculture at the University of Illinois. Owing to my physical condition at the present time I would not be doing justice to myself or to the course, if I should start now. I want to take advantage of this opportunity and if I may postpone the time for beginning this course for some time, I will gladly notify you when I will be ready to take it up.

Very truly, yours,

DAVID J. SWEENEY.

Druckrey, Oscar (15066), corporal, Company F, One hundred and twenty-seventh Infantry, Shawano, Wis.

Offered section 2 training in window trimming and show card writing, December 4, 1919.

Refused training as shown by his letter in our files, copy of which is submitted.

SHAWANO, WIS., *December 12, 1919.*

Mr. CHARLES SYLVESTER,
D. V. O. District No. 8, Chicago, Ill.

DEAR SIR: Your letter of the 10th at hand, asking if I intended to take the training in window trimming and show card writing, and if not to let you know what I am doing and what pay I get. I decided that I did not care to take this training as an apprentice in one of the Chicago stores, for it is very inconvenient for me to get away. The manager here also does not want me to go, and think the window training I am now doing is satisfactory. My work is as a clerk and window trimming in a gents clothing store, of 10 hours a day, and am receiving $25 a week.

Very truly, yours,

OSCAR T. DRUCKREY.

Agustink, Walter Frank (10325), private, Company E, One hundred and sixty-eighth Infantry, 811 Riopelle Avenue, Detroit, Mich.

Offered section 2 training in mechanical drawing, July 31, 1919.

Refused training as shown by his letter in our files, copy of which is submitted.

DETROIT, MICH., *December 16, 1919.*

Mr. CHAS. W. SYLVESTER,
Federal Board for Vocational Education.

DEAR SIR: Received your letter of December 13, 1919, and wish to inform you that I do not care to take up any training. As I have a good position now, which offers me advancement in the near future. Thanking you for the offer, I remain,

Yours, respectfully,

WALTER F. AGUSTINK,

Verway, Harry (2505), private, M Company, One hundred and Sixtieth Depot Brigade, Camp Custer, 47 Erickson Street, Muskegon, Mich.:

Offered section 2 training in trade tryout, Novemer 19, 1919.

Refused training, as shown by his letter in our files, copy of which is submitted:

MUSKEGON, MICH., *January 21, 1920.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION.

DEAR SIR: Received your letters regarding vocational training; but sorry to say I am not in any condition for this work, as I need all the fresh air I can get, also to have my weight and strength back. As my health is poor since my discharge in the Army, I will notify you when my conditions are better.

Thanking you very much for your kindness, through the disabled soldiers, I remain,

Yours, truly,

HARRY VERWAY.

Meaume, Alfred Perry, 8-15323, coxswain, United States Naval Reserve Force, 2022 Eastwood Avenue, Chicago, Ill.:

Offered section 2 training in placement training as cutter and designer, September 12, 1919.

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Postponed training as shown by a letter in our files, copy of which is submitted:

OCTOBER 6, 1919.

R-61954.
From: District vocational officer, district No. 8, Chicago, Ill.
To: Chief Division of Rehabilitation, Washington, D. C.
Re: Meaume, Alfred Perry, coxswain, United States Naval Reserve Force, 2022 Eastwood Avenue, Chicago, Ill.

DEAR SIR: This man was notified that approval had been granted for a course of training in cutting and designing men's clothing. His father called upon us in answer to this, stating that his son was working as a cutter for $32 a week, and for this reason he does not want to take advantage of this training unless he finds that he can not carry on at his present job. In that case he will ask for training in some other line of work.

Yours, very truly,

CHAS. W. SYLVESTER,
Division Vocational Officer, District No. 8.

Miller, Francis Warren (10372), Corporal, Company H, Three hundred and sixty-second Infantry, 91 Division, R. F. D. 4, Martinsville, Ill.:

Offered section 2, training in animal husbandry, June 24, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

MARSHALL, ILL.,
January 5, 1920.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Chicago, Ill.

MY DEAR SIRS: I do not see as I am ready to take your course in animal husbandry for I am married now and have a wife to support and I do not care for that now; how about some automobile school, but I do not see how I could get away. I am going to try and farm next year for myself, so I have to look after things.

Very truly, yours,

FRANCIS W. MILLER.

Dexter, Luther (16895), private, Company K, One hundred and thirtieth Infantry, 324 Fourteenth Street, Cairo, Ill.:

Offered section 2, training in agriculture and elementary education, August 11, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

CAIRO, ILL., *January 31, 1920.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION.

DEAR SIR: I will write you a few lines in answer to your letter that I received December 27, 1919. I have not yet decided whether I want to take the training or not, when I get ready to take it I will let you know. I have five years to decide on it, so if I get ready to take it during the five years I will let you know.

Yours, truly.

LUTHER DEXTER.

Punkiewiez, Marion, 8-16658, private, Company B, One hundred and twenty-eighth Infantry, Thirty-second Division, 1209 Sixth Avenue, Moline, Ill.:

Offered section 2, training in English and trade try out, October 28, 1919.

After repeated attempts to gain contact with the man, his case was sent to Red Cross, copy of whose report is submitted:

FEBRUARY 27, 1920.

The following report was received from the Moline Home Service Section regarding Mr. Punkiewiez, who is a man who was approved for training, but did not report:

We have talked with the above-mentioned man in regard to vocational training, but he seems quite satisfied with his work and does not care to take up any training.

Mr. Punkiewiez is employed at the John Deere Plow Works in this city, and has work that is not very heavy and makes good wages.

I. C. TWITCHELL.
F. A. WHITE (SA).

(Thereupon, at 9.45 o'clock p. m., the committee adjourned to meet again at 10 o'clock a. m., Friday, April 30, 1920.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Friday, April 30, 1920.

The committee met at 10 o'clock a. m., Hon. Horace M. Towner (acting chairman) presiding.

Mr. TOWNER. Mr. Munroe, you may take the stand.

TESTIMONY OF MR. JAMES P. MUNROE, VICE CHAIRMAN FEDERAL BOARD FOR VOCATIONAL EDUCATION—Resumed.

Mr. TOWNER. Mr. Munroe, what is your judgment as to the present organization of the Vocational Board? Does it meet with your unreserved approval?

Mr. MUNROE. You mean the general make-up of the board?

Mr. TOWNER. Yes.

Mr. MUNROE. Yes, sir; I think it is an admirable arrangement.

Mr. TOWNER. You then approve entirely of the membership on the board of the Cabinet officers?

Mr. MUNROE. Yes, sir; it has been a very useful part of the board organization.

Mr. TOWNER. In what way are they useful?

Mr. MUNROE. Of course the daily work of the board is carried on by the standing committee made up of the three appointed members and the Commissioner of Education, and then at least once a month, and sometimes oftener, the full board meets with the Cabinet officers present, and then all questions of general policy are put up to the whole board and receive the sanction or the dissent, as the case may be, of the Cabinet members.

Mr. TOWNER. They act, very largely, in an advisory capacity?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Do you say that as often as once a month you have a full meeting of the board?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Do the members of the Cabinet seem to take any particular interest in the activities of the board?

Mr. MUNROE. A very great interest. Of course, especially in the war period, they had very many other important duties to attend to, but, personally, I have been surprised that they have been able and have been willing to keep such close touch upon the work of the Federal board as they have.

Mr. TOWNER. Your idea then is that so far as the personnel of the board is concerned, it is an advangtage distinctly to have Cabinet officers members of the board?

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Mr. MUNROE. A very great advantage; yes, sir.

Mr. TOWNER. What do you say to the proposition that is suggested of increasing the active membership of the board, perhaps by one or possibly by two new members, one at least of whom should be a service man.

Mr. MUNROE. Of course if such a man were put on, it would be only for the comparatively temporary purpose of this rehabilitation work, because such a man would have no special interest in or qualifitions for the general work of the board, which deals with education pure and simple.

Mr. TOWNER. Your idea then would be that it would be unnecessary and of no particular advantage.

Mr. MUNROE. I can not see any special advantage in it, because, as I pointed out yesterday, a large proportion of our staff are ex-service men. They certainly ought to be able to take care of the interests of the soldiers.

Mr. TOWNER. How are the activities carried on with regard to the various duties of the board, the vocational work, and the rehabilitation work, and the other activities of the board? How is the work divided?

Mr. MUNROE. As far as the board itself is concerned, it usually at its monthly meetings gives one day to the activities of vocational education and another day to those of vocational rehabilitation. Of course, the members who are on the job all the time, like myself, give attention to these things as occasion requires. As to the staff, we have, as you doubtless know, a chief of the vocational education division and a chief of vocational rehabilitation division, and their staffs are kept absolutely separate, the only interchange of duties being, such as I pointed out yesterday, the disbursing, auditing, and so on, which are common to both branches.

Mr. TOWNER. Then so far as the board taking part in the administrative functions of the board, it is only of a supervisory character; in other words, there is no member of the board who is at the head of the rehabilitation service.

Mr. MUNROE. No, sir.

Mr. TOWNER. Your director is at the head?

Mr. MUNROE. Yes, sir. We have no director.

Mr. TOWNER. You have a director who is at the head of the vocational service under the other acts and activities of the board.

Mr. MUNROE. We have the two chiefs, each directly responsible to the board.

Mr. TOWNER. For instance, your rehabilitation chief —what is the name of the director?

Mr. MUNROE. Mr. Lamkin.

Mr. TOWNER. And what is his name?

Mr. MUNROE. Uel W. Lamkin.

Mr. TOWNER. How long has Mr. Lamkin been in the service?

Mr. MUNROE. I can not remember the date. Mr. Lambkin can perhaps tell us.

Mr. LAMKIN. January, 1919.

Mr. MUNROE. In January, 1919, Mr. Lamkin was put in charge of the regional office, with its headquarters at St. Louis, and then on September 15 he was made chief of the whole division.

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Mr. TOWNER. To what extent and in what manner has Mr. Lamkin charge of this rehabilitation work?

Mr. MUNROE. To the extent that any responsible chief in a Government department has his responsibilities.

Mr. TOWNER. Is he the final arbiter on questions that arise from the various regions?

Mr. MUNROE. On questions of administration. Of course, questions of policy have to be put up to the standing committee of the board.

Mr. TOWNER. Questions of policy are so often mingled with a proposition of administration that it is very hard to separate them, is it not?

Mr. MUNROE. Well, I think that both Mr. Lamkin, the chief of the rehabilitation division, and Mr. Hawkins, the Chief of the vocational education division, lean on the side—if there is any question as to whether it is administrative or a question of general policy—lean on the side of putting it up to the standing committee.

Mr. TOWNER. And that means the active membership of the board?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. In other words, they refer all important questions that arise to the membership of the board?

Mr. MUNROE. Yes, sir; and then after we have laid down a general policy covering that point, of course, they are free to act under that general vote.

Mr. TOWNER. Again, I would like to have you state whether there can be any distinction between a question of general policy and a question arising under an administrative act that really involves a question of policy. Are such questions not continually arising?

Mr. MUNROE. The conditions are rather peculiar, I think, with our board from the fact that the work has been so tremendous and the necessity of haste has been so great, that the standing committee has had to be on the job practically all the time and doubtless it has taken part in the administration, when, under normal conditions, it would not have done so.

Mr. TOWNER. Does the board interfere with the activities of the directors in carrying on the work, of its own motion?

Mr. MUNROE. I do not quite get your point there?

Mr. TOWNER. The point is this: The committee would like to know just how far the authority of the director extends and how far he can be held personally responsible for the activities of the board. You say he is the administrative head. We grant that, but if the administrative head is being continually interfered with in the performance of his duty then he is only nominally the head. The committee would like to know whether he is actually the head of the department or not.

Mr. MUNROE. I think Mr. Lamkin could answer that question better than I could. So far as we are aware, after laying down general policies, we try to give him a free hand in the administration of those policies.

Mr. TOWNER. The impression has been created by the testimony here that the board themselves are continually interfering with the administration of the work and continually changing their policies; what have you to say about that?

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Mr. MUNROE. There have been changes in policy made necessary by the very rapid changing of conditions under which the work has been carried on. As I pointed out in my testimony last night, we have had to overcome one obstacle after another, and as each of those obstacles was overcome, it of course necessitated a somewhat greater or less change in general policies; and, of course, the revised legislation of last July necessitated very drastic changes in policy.

Mr. TOWNER. If a person is the head of an administrative department or bureau, he ought to be responsible for those who are his subordinates, ought he not, Mr. Munroe?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Then he ought to have the appointive power, ought he not? Has Mr. Lamkin that power?

Mr. MUNROE. So far as it is possible under Government regulations. As I understand it, all staff appointments have to come before the board for confirmation. They are made on his recommendation, of course.

Mr. TOWNER. Well, are they made on his recommendation?

Mr. MUNROE. Oh, yes.

Mr. TOWNER. To what extent does the board interfere in the appointment of the personnel of these various divisions or regional offices?

Mr. MUNROE. Not at all, so far as I am aware.

Mr. TOWNER. When a vacancy occurs, does Mr. Lamkin go about making the appointment without receiving the authority of the board?

Mr. MUNROE. He makes the recommendation. He finds the person and makes the recommendation, and the formal appointment, of course, is made by the board.

Mr. TOWNER. Then he is not the head and chief of the bureau if he has not the power of appointment. He is not the head of the rehabilitation department if he has not that power, is he?

Mr. MUNROE. That is a new point of view to me, Mr. Chairman. I should suppose that all appointments, all staff appointments, had to be conferred, made actual, by a vote of the whole board on the recommendation of the chief. Of course, all clerical appointments are made by the district officers themselves.

Mr. TOWNER. Then you have a line of distinction between what you call staff appointments and clerical appointments?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Will you please state what that is?

Mr. MUNROE. The clerical appointments includes stenographers, clerks, charwomen, and people of that sort, anything below the line of stenographer and including the stenographer.

Mr. TOWNER. Now, all of the regional chiefs and all their principal subordinates, men engaged in placement work and in the determination of the degree of disability and the determination of where the training shall be taken, and all those matters, are they directly put up to the board to pass upon?

Mr. MUNROE. Every month we pass on the full list of appointments.

Mr. TOWNER. Why do you not leave that with the head of the department?

Mr. MUNROE. Well, as I say, Mr. Chairman, I had supposed up to this time that it was a requirement of Government procedure that

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they should be acted on by the full board. I may be mistaken in that.

Mr. TOWNER. What is the ground for that idea? This is not a criticism——

Mr. MUNROE. No.

Mr. TOWNER. We are just trying to find out the facts regarding it, Mr. Munroe.

Mr. MUNROE. As I say, the question has never been brought to me before. I took it as a matter of course that we had to pass on all staff appointments. We, of course, in the very beginning laid out a chart showing the organization, and we act under that original chart with such modifications as the changes in conditions necessitate.

Mr. TOWNER. Then, so far as the head of the rehabilitation work is concerned, the director, he can not make directly any appointments at all. He has to submit them all to the board and they have to be acted upon by the board??

Mr. MUNROE. Yes, sir. As a matter of fact, however, I can not remember of any change being made by the board. They accept his recommendations.

Mr. TOWNER. The policy was adopted in the first instance, as I understand it, of having the board pass upon the determination of whether or not the service man should be entitled to training at all.

Mr. MUNROE. You mean the full board?

Mr. TOWNER. Well, I do not know about the full board. I mean at least the department here in Washington.

Mr. MUNROE. Of course, in the beginning, until the districts had had experience and until it was felt proper for them to stand alone, Washington had to keep a supervisory attitude; but after the legislation of last July, as soon thereafter as the personnel was reorganized as required by the salary limitations, a general order was sent out giving each district full authority to put all amputation cases, without any question at all, and to put all other cases into training except those requiring or likely to require more than two years or involving a tuition fee of more than $500 a year.

Mr. TOWNER. Has that policy been adopted ever since July?

Mr. MUNROE. Yes, sir. All the time we are giving more power and authority to the district officers.

Mr. TOWNER. Some of the testimony before us would lead us to believe that the board was still, down to a very late date, reserving to itself the determination of that question, and that it had resulted in great delays.

Mr. MUNROE. That was either mistaken testimony or else was testimony relating to the period before July 11, 1919, when of course all matters had to be referred to Washington because no action in the matter of putting a man into training could be taken until previous action had been had by the Bureau of War Risk Insurance. We could not give freedom to the districts in those days.

Mr. TOWNER. Now, until the passage of the law in July, by which the board was given power to determine upon the right to training of any service man, your position and the position of the board is that all the delay occurred by reason of the fact that you could not get action from the War Risk Insurance Bureau?

Mr. MUNROE. That was the main cause of delay; yes, sir.

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Mr. TOWNER. You stated on your examination yesterday that 39,000 men were now in training, and, in a general way, can you give the committee any idea of what form this training is taking and where the training is being given.

Mr. MUNROE. I have a memorandum here. On February 28—at that time the total figure was 28,000—there were in prevocational training; that is, training for illiterates or non-English-speaking foreigners, 4,294. The total in trade and industrial training was 8,950, and that includes the electrical trade, 1,100. (I will just read round figures.) Mechanical trades, 3,600; retail trades, 380; printing trades, 220; garment and leather trades, 495; railway, 25; manufacturing, including glass blowing, dye making, paper manufacturing, silver plating, and so on, 68; crafts, including horology, jewelry making, etc., 412; advertising trades, 460; woodworking and wood-finishing trades, 353; food preparation, 76; textiles, 157; repair work, including typewriter repairing, sewing-machine repairing, and so on, 73; miscellaneous trades, including barbering, motion-picture operating, drafting, upholstering, and so on, 1,224; business and commercial training, 7,253. That is divided up into various forms. General farming, 3,053; and in the professions, 3,978, including practically all the professions. As to places in which they are being trained, as I remember it, between 5,000 and 6,000 of the men are in placement training; that is, they are in actual industries being trained on the job under supervision, and the remainder of the men are in schools, colleges, or in what we call receiving stations which are mainly for illiterates and non-English-speaking men where they give half a day in this special school under direct supervision to training in the English branches, and the other half day to trying them out on various trades and crafts which are carried on in the school, so as to get an idea as to their best line of industrial activity

Mr. TOWNER. That would mean, then, that about one-third are being trained in actual work.

Mr. MUNROE. Approximately that number; yes, sir.

Mr. TOWNER. Do you think that proportion would hold good for the 39,000?

Mr. MUNROE. Would you think that proportion of about one-third in actual placement training would hold, Mr. Lamkin?

Mr. LAMKIN. No.

Mr. MUNROE. Not so large a figure as that?

Mr. LAMKIN. No, sir.

Mr. MUNROE. About 20 per cent. My colleague (Mr. Holder) reminds me that in a great many cases where these boys are being trained in a school or a college, they will then be given a subsequent period of placement training on the job so as to make certain that they will make good in it.

Mr. TOWNER. I understood that. I wanted to get at how many men were being trained or received the training actually in factories where the work was being carried on.

Mr. MUNROE. Between 20 and 25 per cent, I should say.

Mr. TOWNER. Can you give us an idea of how many of those men are receiving part wages?

Mr. MUNROE. Very few.

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Mr. TOWNER. Very few of them? Do you have complaints from the factories where these men are at work regarding the men or is there general satisfaction with regard to the men?

Mr. MUNROE. Of course, as there would be in any such large number of men, there are individual cases of complaint and dissatisfaction, but, as a rule, the attitude of the employers, where men are in placement training and the attitude of the teachers in the schools and colleges is one of unusual satisfaction with the work that these boys are doing.

Mr. TOWNER. Now, what is the attitude of the men themselves who are engaged in this work?

Mr. MUNROE. With a few exceptions which, of course, one would find in a large body of that kind, they are eminently satisfied with the work they are doing.

Mr. TOWNER. What can you say regarding the prospects of these men after they have completed this practical season of training? Are they likely to find places where they can receive adequate remuneration from the end of this training period?

Mr. MUNROE. Most of these cases, I believe, are going to receive larger wages than they did before they were disabled.

Mr. TOWNER. Will there be any difficulty in their finding places?

Mr. MUNROE. Not if the present industrial conditions continue. Of course, a serious panic would alter the situation very materially.

Mr. TOWNER. Now, regarding these men who are attending the schools—most of the men are attending technical schools, are they?

Mr. MUNROE. Yes; I presume the majority of the schools would be called technical schools.

Mr. TOWNER. Just explain what you mean by that?

Mr. MUNROE. Well, it is a rather difficult thing to explain because almost every college now has a large technical department, so that there are a good many boys in colleges who are really taking the technical side of that work; but, of course, as this training is for the purpose of making these men industrially efficient, to put them on their feet industrially, naturally the majority of the work is along industrial lines.

Mr. TOWNER. Then, most of them are attending technical schools, if they are in a general university or college that has a technic department and they are in that technical department, of course they are in a technical school.

Mr. MUNROE. Yes, sir.

Mr. TOWNER. That is correct, is it? Most of them who are attending the colleges or schools of any kind are engaged in technical work?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. What proportion of these men are taking a business training or training for clerical positions, something that might not be considered as directly a trade industry?

Mr. MUNROE. Well, of course, I included those in using the word technical. I presume you mean the business and commercial courses.

Mr. TOWNER. You now understand my question and I would like to know what proportion there are of those men, for instance, who are preparing to be typewriters and stenographers and to go into the banks and take clerical positions of all kinds. What proportion of the men are engaged in preparation for that class of work?

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Mr. MUNROE. This statement is as of February 28, when the total number of men in training was practically 27,000. The number at that time in business and commercial training was 7,253, and of that the number training for administrative positions was 3,716. That includes positions for general advertising, business administration, banking and finance, real estate, insurance, foreign trade, factory management, auctioneering, salesmanship, and so on. The number training for subordinate positions in commercial lines at that time was 3,234, including bookkeeping, shorthand and typewriting, secretarial work, clerical work, postal clerk, civil service preparatory, and a general commercial course without specification, 2,500 of them.

Mr. TOWNER. How are that class of men getting along with their work?

Mr. MUNROE. Very well. They are being trained very largely in the special schools of business, and I have talked with a number of the heads of such schools and they express great satisfaction with the progress the men are making.

Mr. TOWNER. As I understood you yesterday, only about 10 per cent of those who actually enter training desert or stop it.

Mr. MUNROE. Less than that. The percentage is between 8 and 9 per cent.

Mr. TOWNER. Less than 10 per cent.

Mr. MUNROE. Yes, sir.

Mr. TOWNER. In a general way, what would you say were the principal causes of these men giving up their training?

Mr. MUNROE. More than 50 per cent of them give up because of the return of their disability and they hope, of course, to go back into the work when they are well again. As I recollect it, perhaps, 20 per cent of the 8 or 9 per cent give up because they think it is not worth while, and the balance give up because they secure some immediate position and think it is not worth while to finish their training.

Mr. TOWNER. You stated, I believe, yesterday that 20,000 of these men who were entitled to training were not in training.

Mr. MUNROE. Yes, sir; about that number.

Mr. TOWNER. Did you mean by that the cases of those men had been passed upon and that they had been decided to be entitled to training?

Mr. MUNROE. And the men have been notified of the course that is open for them, and in many cases they have been sent Government transportation to carry them where the school or place of training was at some distance from their home.

Mr. TOWNER. After you have notified them, do you receive word from them as to the reason why they do not go on with their training?

Mr. MUNROE. If we do not from the first letter, we send a second letter, and if we get no reply to that, we send a third, and in most cases if the man is within any reasonable distance, we send somebody to look him up, and of course in all this work we have the active cooperation of the American Legion Posts, of the Home Service Sections of the American Red Cross, and of various other national and local agencies.

Mr. TOWNER. I was not particularly asking the board to exonerate itself for neglect but what I wanted to know was the reason or cause of these men not being in training where they were entitled to it.

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Mr. MUNROE. I might have read yesterday, if I had not tired the committee by reading so many letters, extracts from a number of letters giving the reasons why the men did not take the training. As I remember it, in a good many cases their conditions at home were such that they did not feel it proper for them to leave. I remember one case where a man had an aged father and he felt he ought to stay with him. In another case the man owned quite a little farm, and while he would have liked to take the training, he felt his duty was to carry on that farm; of course, in some instances they simply write that they are not interested in training; and under the present industrial conditions, it is so easy to get a good paying job, that men do not think it is worth while to go through the trouble of training.

Mr. TOWNER. What is your idea of the proportion of these 20,000 men taking the training at some future time?

Mr. MUNROE. It would depend very much on the industrial situation. If there should be a very serious panic and scarcity of opportunity for paying positions, I think these men would come in in very great numbers, but should the present scarcity of labor and the demand and high wages continue—this is merely a guess—I should doubt if we get more than 50 per cent of that number, despite all our efforts to get hold of them, and as I said yesterday——

Mr. TOWNER (interposing). Fifty per cent would be a pretty large expectation, would it not?

Mr. MUNROE. Well, I hope we shall be able to induce that number to take the training.

Mr. TOWNER. Then you are still making efforts, even after sending the third letter?

Mr. MUNROE. As I explained yesterday, we are starting out in the New York district and in some of the others, and we propose to carry it through all the districts except where the distances are so great as to make it practically impossible. We are sending word to all these men not yet in training to present themselves at the nearest large center to their homes, and we get at them, also, besides writing them a letter, through the local Red Cross and the American Legion and so on; and to that district we send a flying squad from the nearest district office to take up the cases not only of those men who have been assigned to training and have not yet gone into it, but also the other cases that have been brought to our attention in which the training has not yet been determined, so as to clean up both those groups as far as possible in each of those localities.

Mr. TOWNER. In case you have a man who is taking training for some particular vocation, and he finds out that his physical condition is such by reason of his disability that he can not carry on that training, and again returns to you for training in some vocation that he could carry on owing to his condition, I understood you to say yesterday that you could not give him the training.

Mr. MUNROE. You misunderstood me, sir, because we are doing that in hundreds, if not thousands, of cases.

Mr. TOWNER. I was wondering about that.

Mr. MUNROE. You must have misunderstood me, sir.

Mr. TOWNER. I should think that would not be an infrequent case.

Mr. MUNROE. It is a very frequent case, and a good share of the time of the local case boards is taken up in the consideration of such cases.

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Mr. TOWNER. I would like to have you explain to the committee the relation between the hospital cases and your work. For instance, take the case where a man has entered into training with you and his wound breaks out afresh, or tubercular indications are shown, or something of that kind interrupts his work; what is done in his case?

Mr. MUNROE. His case is immediately taken hold of by the Bureau of Public Health, which is working in the closest cooperation with us—in fact, all our medical staff now is assigned to us by the Bureau of Public Health—and he is sent back to the hospital, or his case is taken care of in a proper medical way until he is in a condition to resume his training, and while under that hospital care he receives the same compensation that he does while pursuing his training.

Mr. TOWNER. In other words, you treat him just as if he were still in training, on the supposition that he will resume his training?

Mr. MUNROE. Yes, sir; only, of course, the Bureau of Public Health assumes the responsibility for his care, not we.

Mr. TOWNER. Of course, I understand that; but there are, as I understood you to say, 30,000 or 40,000 of these men who would be entitled to training who are tubercular cases and ought to be in the hospital, and, in fact, a great many of them are. What is going to be done with those cases?

Mr. MUNROE. We have already established arrangements with the Bureau of Public Health by which we assume, under medical direction, the training of these men in the hospital itself, or in the close vicinity of the hospital, of all those cases where it is not felt by the doctors that it would be detrimental to the man to work for one or two or more hours a day. In that way we hope to hasten his training, so that when he does recover he will be just that much further along in his preparation for industrial earning.

Mr. TOWNER. The statement was made in the press not long ago that there were 15,000 or more of these tubercular patients that could not have any hospital training, although they were virtually dying for want of care and for hospital service. Have you any information regarding that matter?

Mr. MUNROE. I think I testified yesterday that before the law was passed there were something like 10,000 cases sent out from the camps, and of course a good many of those have been since picked up by the Bureau of Public Health, but I presume a great many of them are still at large, and until the amendment of July we had no responsibility whatever for the men discharged from the camps between April and October of 1917.

Mr. TOWNER. The committee realizes that you are not responsible for those conditions, but we want to know what you know with regard to the facts, if we can.

Mr. MUNROE. As I understand it—this is only on secondhand information—this bill now before the Congress asking appropriations for the building of a number of new hospitals for the use of the Bureau of Public Health is largely for the purpose of taking care of those cases.

Mr. TOWNER. It has been shown time and time again that there are plenty of hospital facilities in the United States. The only question is as to the utilization of them and securing them for the Government. It seems that the Bureau of Public Health or some other departments of the Government are insisting on immense appropriations for the

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building of hospitals that it would take two or three years to build, when there are an abundance of hospitals that could be used and are being offered to the Government, and there are a great many cantonments that could be utilized with a very small appropriation and would be very quickly available.

Mr. MUNROE. Of course, I can not speak with any firsthand knowledge about that.

Mr. TOWNER. I believe you recommended yesterday that the Government should—what was your first recommendation, Mr. Munroe?

Mr. MUNROE. I am pretty sure it was the removal of the salary limitation from the bill. I do not seem to have my documents here.

Mr. TOWNER. The removal of the salary limitation?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. That is, the granting of an appropriation in bulk, so that the salaries could be apportioned by the board.

Mr. MUNROE. May I say in connection that this morning I sent a communication to Mr. Good, chairman of the Committee on Appropriations, in answer to a number of questions he asked in regard to the numbers in training and so on, in which, at the suggestion of the board, I very strongly emphasized the importance of the removal of those salary limitations.

Mr. TOWNER. What was your next recommendation?

Mr. MUNROE. That every effort be made to put through promptly the so-called Kahn Bill giving the Department of War authority to turn over to us, so that we may lend them to the schools, a great amount of material that is not needed by the War Department and which is very sadly needed by those schools and colleges.

Mr. TOWNER. You mean these technical schools?

Mr. MUNROE. Yes, sir. The Department of War, of course, has a tremendous accumulation of all sorts of large and small tools and small motors and things of that sort that are of the highest value in the training of these disabled men. as I pointed out yesterday, we acquired about a quarter of a million dollars' worth of them under authorization of the Secretary of War until that was stopped, and since then we have been acquiring them by purchase.

Mr. TOWNER. Are not these technical schools to which these men are sent equipped with this kind of material?

Mr. MUNROE. Not for the large accessions of men we are sending to them. In many of these schools we are training from 100 to 300 disabled men in addition to their regular quota, and they have not the facilities for that sort of thing. Of course, many of the colleges, especially the older colleges, are not equipped as they should be for this form of technical training. They have competent staffs to teach, but in many cases they have not the equipment, and, of course, under present conditions it is absolutely impossible to purchase anything of that sort in the open market. It would be months and months before they could get deliveries.

Mr. TOWNER. What was your next recommendation?

Mr. MUNROE. I am sorry, Mr. Chairman, that the other stenographer has taken my document from which I was speaking last night, and I can not remember the order of the recommendations. I remember that one recommendation, whether it was the next one or not, that Congress give us authority to train men who entered the armies

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of the Allies before we went into the war, and then another recommendation was——

Mr. TOWNER (interposing). That is, make reciprocal arrangements with the Allies for the training of men who happen to be in this country who belonged to their armies, and, especially, I suppose, that would apply to the Canadians?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Do we not now have, while not an express reciprocal arrangement, perhaps an implied one by which those Americans who served in the Canadian Army are receiving training here in the United States without compensation?

Mr. MUNROE. It is done under the Elks' fund, Mr. Lamkin tells me.

Mr. TOWNER. You also recommended the foundation by the Government of a revolving fund to take the place of the Elks' revolving fund?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. What amount do you think would be required at this time or from this time on?

Mr. MUNROE. The Elks' fund is $200,000, and a few weeks ago the Elks were seriously considering asking the payment of that fund back to them. We put up very strong recommendations to them, and they were very nice about it and agreed to continue it for another year. Whether they will be disposed to do it beyond that time I can not say.

Mr. TOWNER. My question was as to the amount of money; would $200,000 be sufficient?

Mr. MUNROE. I think a quarter million dollars would be sufficient.

Mr. TOWNER. Even if that were provided, it would have to be paid to the Elks in large proportion.

Mr. MUNROE. Oh, no, sir——

Mr. TOWNER. In order to take up the $200,000 outstanding?

Mr. MUNROE. No, sir; the boys are paying back so well. I think I testified that between 80 and 90 per cent of the loans are promptly paid, so there would be only probably somewhere between 5 and 10 per cent for the Government to make good to the Elks.

Mr. TOWNER. Can you think of any other recommendations that you have in mind?

Mr. MUNROE. Only this matter of the hospitals. Of course, I had not your point of view when I made that recommendation, but the Bureau of Public Health has very strongly put it up to us that if we are to carry out this excellent cooperative arrangement, by which we are to train men in these public health hospitals, they must have an appropriation for the erection of these hospitals; but, as I say, I can not speak from direct information on that.

Mr. TOWNER. You spoke in your testimony yesterday of the fact that you had had a great deal of difficulty in securing legislation in order to make your work effective, particularly referring to the funds necessary. When you first came to Congress asking for an appropriation, you asked for $2,000,000, I believe.

Mr. MUNROE. There, let me say, if I may express myself more clearly than perhaps I did yesterday, it was not the total amount, it was the fact that we were required to budget that $2,000,000 which led to the difficulties that followed in the succeeding winter. If that

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$2,000,000 had not been budgeted, we would have had practically no difficulty in that first year.

Mr. TOWNER. When you found out that this difficulty existed, what steps did you take?

Mr. MUNROE. We brought it to the attention of Congress in the early part of December.

Mr. TOWNER. When you say, "brought it to the attention of Congress," what do you mean by that?

Mr. MUNROE. Put in a bill permitting the coalescing of these funds, through the proper channels.

Mr. TOWNER. What proper channels? Did you ever call it to the attention of the Education Committee that had introduced this legislation?

Mr. MUNROE. Mr. Holder tells me that Dr. Prosser, who was at that time the director, handled it directly with the Education Committee of both houses.

Mr. TOWNER. Did you not, in fact, make nearly all of your demands through the Appropriations Committee?

Mr. MUNROE. Not in that particular case, I think, sir.

Mr. TOWNER. Well, in all cases.

Mr. MUNROE. Where it was a question of appropriations, we went, naturally, to the Committee on Appropriations.

Mr. TOWNER. Did you appear before the Committee on Education with regard to these necessary changes in the law?

Mr. MUNROE. I, personally?

Mr. TOWNER. No; I mean the board.

Mr. MUNROE. I think that Dr. Prosser did or else brought it to individuals on the committee.

Mr. TOWNER. As a matter of fact, let me say this, that it was, in several instances, upon the suggestion or upon the application, really, of the members of the Committee on Education to the board, before we could receive any information regarding the matter, and the board seemed to be very loathe indeed to take the matter up with the committee that had originated the legislation and seemed to take the matter up, if they took it up at all, directly with the Committee on Appropriations.

Mr. MUNROE. I am very sorry——

Mr. TOWNER (continuing). When the changes that were to be made were changes in the law that ought to have originated with the Committee on Education, and the matter ought to have been brought before the Committee on Education. From the very start the Committee on Education has been very anxious, indeed, to make this legislation effective, and would have done and has done everything for the board that could be done in order to make it effective.

Mr. MUNROE. I have here a report, which has been put in my hands, of a hearing before the Committee on Education. It is dated January 34—I do not know whether that is January 3 or January 24, 1919, and at that hearing Dr. Prosser appeared and urged the coalescing of the funds and stated the situation.

Mr. ROBSION. What is that date?

Mr. MUNROE. It is January 34. I do not know whether it means January 3 or January 24. It is 1919. I see it is dated on the outside January 24.

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Mr. PLATT. Doctor, you spoke of efforts being made to clean up by sending out letters to the men and by having squads of men go out and see those who had not yet applied for training. When a man writes you and says he does not want training, what do you do? Do you keep him on the list and keep after him?

Mr. MUNROE. We put him on what you might call the reserve list, in case he should change his mind at any time, but take him out of the active list.

Mr. PLATT. I should think that his name ought to be crossed off, and not necessarily prohibited absolutely from having training, but that he ought not to be pestered all the time. I have had some complaints about the board keeping after people who do not want training, who are either employed or not in condition to take training.

Mr. MUNROE. I have no doubt we have been overzealous in the matter, but we felt it was better to err on that side than on the other.

Mr. PLATT. You pay no attention, apparently, to the letters written you; no one ever reads them or opens them, or pays any attention to the case. When men are taken sick and sent to the Public Health hospitals, their pay keeps on just the same as if they were in training?

Mr. MUNROE. After 30 days they are transferred to the Bureau of War Risk Insurance, but under the Sweet amendment they get the same amount that they would with us.

Mr. DALLINGER. Mr. Chairman, I was unavoidably absent yesterday and I do not know just what Mr. Munroe has testified to. I would like to ask if some one else is going to meet the specific charges that have been made against the board in regard to particular cases?

Mr. MUNROE. I dealt with that in my testimony yesterday. I think I answered each specific charge.

Mr. BURROUGHS. In the early part of your testimony, Mr. Munroe, you gave some figures. If they are convenient and readily accessible, I wish you would just verify these figures, because I am not sure I correctly got all of them. The figure you gave of total registrations, as of March 27, I take it, was 206,666.

Mr. MUNROE. I am sorry my document is not here, but that is my recollection.

Mr. BURROUGHS. Then, there is a figure which you gave for the total number with whom contact had been established on March 27, of 174,196?

Mr. MONROE. I think that was correct.

Mr. BURROUGHS. And 84.2 per cent of the total registration?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Then, there was another figure of 141,955, which was 81 per cent of the total registration—I did not get what that represented?

Mr. MUNROE. Those had been personally interviewed by the vocational advisors.

Mr. ROBSION. Indicated as being surveyed?

Mr. MUNROE. Personally interviewed, technically called surveyed.

Mr. BURROUGHS. There was a figure of 58,099, which, I understood you to say, was the number eligible for training?

Mr. MUNROE. The number for whom training had been arranged.

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Mr. BURROUGHS. And there was a figure of 4,466 that was the total number that had begun training in the month of March, was that right?

Mr. MUNROE. New cases, you mean; I think that must have been. That is about the average, between 4,000 and 5,000 a month going into training.

Mr. BURROUGHS. There is still a large number of these men who are said to be eligible for training who have not yet been examined at all, I suppose?

Mr. MUNROE. The 200,000 includes all the names that have come to us from all sources, the Red Cross and various other sources. Probably a large proportion of those not included in the other figures have not any desire for training and probably most of them have not any disability.

Mr. BURROUGHS. You have examined between 125,000 and 150,000 men, I believe, you said, actually examined between 125,000 and 150,000?

Mr. MUNROE. I think the figure you quoted was somewhat larger than that.

Mr. BURROUGHS. Yes; where the contact had been established, 174,196. That is the exact figure?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. I do not quite understand yet why there has been all of this delay and why there is still so much delay in getting a decision in a man's case?

Mr. MUNROE. Of course, the delay for the first 13 months was due to the fact that it required two decisions. We could not put a man in training until the Bureau of War Risk Insurance had decided that he was eligible to compensation.

Mr. BURROUGHS. Yes.

Mr. MUNROE. In fact, I should question very seriously if there is any important delay, delay that amounts to anything.

Mr. BURROUGHS. Did you hear the testimony of certain gentlemen who came here from the New York office, one at least, and I think two of them testified, one certainly testified to me that the average length of time was at least a month in getting a decision.

Mr. MUNROE. I would prefer that Mr. Lamkin, who is directly responsible, answer that question rather than myself. Mr. Lamkin will testify later on that point.

Mr. BURROUGHS. You personally do not know about that?

Mr. MUNROE. I have my opinion, but I should prefer to have the question answered by Mr. Lamkin, who is directly responsible for the personnel of the New York office.

Mr. BURROUGHS. You remember hearing this gentleman also say that the chief reason for the delay, in his opinion—he gave several reasons—but the chief reason was due to the fact that so many decisions had to be made in Washington?

Mr. MUNROE. He was entirely mistaken in that. No decisions have to be put up to Washington or have had to be put up to Washington since last fall, except in the cases of men whose courses are likely to occupy more than two years, or where the tuition is more than $500 a year. All other cases the district has entire authority to settle itself.

Mr. BURROUGHS. That has been the rule since last fall?

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Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Do you recall the time, was it soon after this amendment in July?

Mr. MUNROE. It was impossible to give any such authority to the district until after the amendment.

Mr. BURROUGHS. Do I understand you to say to the committee that such authority was given to the district office immediately following the passage of the amendment?

Mr. MUNROE. As soon as the reorganization which was necessitated by the salary limitation had taken place. Of course, that meant a considerable readjustment of all the districts and all the work.

Mr. BURROUGHS. As you understand it now, the district office has final authority?

Mr. MUNROE. Absolutely.

Mr. BURROUGHS. Except in the cases which you mention?

Mr. MUNROE. Except in the two cases I have mentioned.

Mr. BURROUGHS. What proportion of all cases would be governed by those exceptions, would you say?

Mr. MUNROE. As to the tuition it would be infinitesimal, probably not half a dozen cases in the whole country, and as to the other, this is merely a guess on my part, I should say that it would not be over 5 per cent.

Mr. BURROUGHS. Who determines the question of eligibility, where is that determined?

Mr. MUNROE. Eligibility for training?

Mr. BURROUGHS. Yes.

Mr. MUNROE. As I say, except in those cases, it is determined in the district office under general regulations originally laid down in what we call "Miscellaneous, 150."

Mr. BURROUGHS. Is the eligibility question determined by a district officer or by a central board officer located in the district office?

Mr. MUNROE. There is a local board that considers the case with a member from the central office with authority to give the cachet from Washington that it can go through; it does not have to be sent to Washington at all.

Mr. BURROUGHS. The final O. K. on the thing is made by a central board agent in the district office?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. What have you to say to the charge made by Mr. Littledale that some 65,000 or 70,000 cases were thrown out by what he calls the eligibility squad?

Mr. MUNROE. I testified to that yesterday and gave the figures showing that large numbers of those were duplicates and, of course, naturally were thrown out. Another large number—I think I have that here—53,000 of these cases had been transferred to another district.

Mr. BURROUGHS. What do you mean by that?

Mr. MUNROE. They were duplicates. The boy had appeared in one district and his case had been transferred to another district and they had neglected to take his name off the first district list.

One thousand five hundred and seventy-five cases had been opened in the district office in error. A large proportion of these were duplicate cases, again, duplicates in the office themselves, they

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had the same man's name twice. The eligibility squad closed 35,431 cases and 12,923 cases had previously been closed by the central office, making a total of 48,534 cases which had been closed for the following reasons:

The man had died.

The man had reenlisted in the service.

The man had not been discharged from the Army, but had been placed on the retired list at once, therefore not eligible for training under the law.

The man stated that he did not desire training.

The man requested that his case be closed and that no more letters be written him.

The man was apparently not interested in training as evidenced by his failure to reply to several letters.

The man could not be located. Inquiry at the office of The Adjutant General in Washington, the Bureau of War Risk Insurance, the local Red Cross, the American Legion, and other agencies had failed to discover his present address.

The man was carrying on successfully in employment and was not in need of training.

The man had no disability and claimed no disability. There were thousands, I might say, brought to us by the local Red Cross where the man never had any disability.

The man's disability was a negligible handicap, and therefore he did not come under the law.

The man's disability was a minor disability and he had stated that he was not interested in section 3 training.

The disability existed prior to enlistment and was not aggravated by service and he was, therefore, not eligible for training under the act.

The man was in the Army only a few days, having been discharged from draft.

The information in the man's folder was so meager that contact with the man could not be made on the basis of this information; we could not locate the man at all. Of course, there were cases where they had the same name and it was a very difficult thing with those common names to actually locate the man.

The man had left the country.

The man had not been discharged under honorable conditions. A great many of those were thrown out.

Mr. BURROUGHS. How many men made up the eligibility squad?

Mr. MUNROE. They varied in the larger districts. What was the number, Mr. Lamkin?

Mr. LAMKIN. Twenty.

Mr. MUNROE. That was subdivided for the smaller districts.

Mr. BURROUGHS. Was there not a medical member on the staff?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. On every staff in every district?

Mr. MUNROE. That is not true in every district. Where the medical reports had already been made and where there was not a medical man on the eligibility squad they were to accept the medical report.

Mr. BURROUGHS. Did they accept the medical report?

Mr. MUNROE. Yes, sir.

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Mr. BURROUGHS. In a good many cases they absolutely overruled the medical report?

Mr. MUNROE. So far as I am aware they did not overrule the medical report.

Mr. BURROUGHS. In a number of instances where the medical report showed a major disability this eligibility squad found that there was simply a minor disability?

Mr. MUNROE. I am not aware of any such cases.

The cases that Mr. Littledale cites I will just run over.

Case 670. The man has fallen arches. The medical decision is that the disability was aggravated in the service. Three doctors classified him as a major case.

I am quoting from Mr. Littledale.

The eligibility squad overrules that classification. The squad gives him a negligible handicap and refuses him training pay.

The facts show that at the time this case was reviewed by the eligibility squad the folder contained two medical examinations, one by Dr. Tracy, of the New York office, and one by the Army medical officer who examined the man at the time of his discharge. Dr. Tracy's examination stated that the disability was a major disability and constituted a major permanent handicap which was aggravated by service. The Army medical examiner stated that the disability was third-degree flat feet which was not aggravated by service.

On account of the conflicting medical reports the central office case board representative had to choose between two suppositions. The man's enlistment record showed that he was discharged from draft after being in camp only six weeks during the fall of 1917 and that he was never accepted for enlistment in the Army. Both medical opinions show that the disability uudoubtedly existed prior to enlistment and that he carried on successfully before entering the Army in spite of this handicap, which consisted of flat feet, and the record showed that for two years since being rejected from the draft he had been employed as a car painter and stenciler. In view of the undeniable evidence that the disability existed prior to enlistment, and in view of the fact that the man had successfully carried on for two years following his brief stay at a military camp, the central office case board representative ruled that the man was not eligible for training under the conditions of section 2 of the vocational rehabilitation act.

The handicap rating was not changed from major to negligible and the man denied training on the ground that his disability was aggravated by service.

Mr. Littledale also cites the case 13192. Mr. Littledale said:

The man's occupation is a clerk. He was wounded and is suffering from epilepsy. Medical opinion classifies him as a major case. The eligibility squad overrules that. The squad calls him a minor case and refused him training with pay.

The facts in this case show that at the time this case was rated by a member of the eligibility squad there was no evidence in the man's folder that he was suffering from epilepsy and the file contained no rating by any member of the district medical staff. The folder contained an old medical examination stating that the man's disability was a slight limitation on the movement of his right arm. Inasmuch as the man prior to enlistment was employed as a clerk it was not considered that he was suffering from a major occupational

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handicap and it was ruled that he was not eligible for section 2 training.

Mr. Littledale cites the following case:

Case 27675. The man is suffering from dementia præcox,; medical opinion classifies him as a major case. The eligibility squad overrules that; calls him a minor case and refuses him training with pay.

The facts in this case show that no ruling was made by the eligibility squad, the decision having been previously made by the central office. The official report from the Navy Department shows that the man was not discharged, but was placed on the inactive list on account of flat feet. The man was placed on the inactive list in December, 1918. An examination made 11 months later at the office of the Federal board showed that the man was suffering from hepephrenic dementia præcox. There was some doubt as to the feasibility of training even if the disability were aggravated by service and there is no evidence to show that this mental disability was related in any way to military service. Inasmuch as this case presented many difficulties it was forwarded to the central office in Washington for a ruling and section 2 training was disapproved by central office because it was considered that the man's disability was not due to service and that the man was, therefore, ineligible under the conditions of the law. This ruling was made by the central office in Washington, and not by a member of the eligibility squad as stated in the Evening Post.

Then the figures which Mr. Littledale gave in regard to the alleged throwing out of cases—I will just give a few, it is not necessary to give them all—the Boston office was reduced from 10,568 to 7,255. The reason for this was that 1,671 cases had been transferred to another office and 38 cases were duplicates or canceled cases; 1,604 were ineligible under the evidence presented. New York was reduced from 31,191 to 16,041. The reason for this was that 9,714 men had been transferred to other offices, 395 cases were duplicates, and 5,041 were thrown out because the evidence showed that the men were not eligible for training under the law, and the same applies to all the other offices.

Mr. BURROUGHS. Have you personally any acquaintance with the business of the New York office?

Mr. MUNROE. Do you mean the actual financial running of the office?

Mr. BURROUGHS. No; I mean the actual running of the office.

Mr. MUNROE. I have visited the office many times.

Mr. BURROUGHS. Have you ever looked into its management or control?

Mr. MUNROE. Each time I go there I talk with the heads of the different divisions and get as good a view as one can in half a day's visit.

Mr. BURROUGHS. Is it your opinion that the New York office is run as it should be run?

Mr. MUNROE. I think it is now. It was not for quite a long time after it was started.

Mr. BURROUGHS. Are you satisfied that the New York office is now on such a basis as it ought to be on?

Mr. MUNROE. I think that it is rapidly getting to that basis; yes, sir.

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Mr. BURROUGHS. You think that the morale in the New York office is up to the standard?

Mr. MUNROE. It depends upon what one calls the standard.

Mr. BURROUGHS. Is it up to what you would consider a proper standard?

Mr. MUNROE. I think there are still changes that should be made there in order to bring it to the highest standard.

Mr. BURROUGHS. What changes would you recommend there?

Mr. MUNROE. I think certain subordinates there should be transferred.

Mr. BURROUGHS. You would confine it to subordinates?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Why?

Mr. MUNROE. Because I think the difficulty, if there is any lack of pulling together there, is due to the disaffection of some of these subordinates.

Mr. BURROUGHS. You think that Mr. Clark is fully competent to handle the office?

Mr. MUNROE. I should say yes.

Mr. BURROUGHS. In every way?

Mr. MUNROE. I think it should be stated here that for the salaries which we are able to offer the district vocational officers you can not get the ideal executive, because I think such a man would command anywhere from $15,000 to $25,000 or $30,000, but with what we are able to offer I think we have good men.

Mr. BURROUGHS. Now, you have brought that up, I should like to go into that a little.

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Is it in your opinion true that it is impossible to get the type of man that you need, the type of man who can render the best and most efficient service in this work, that it is impossible to obtain that man without paying him a salary like what he perhaps might receive out in the industries?

Mr. MUNROE. I do not think that it would be necessary to offer a man $20,000 or $25,000, but I think to get the type of man to handle a complicated situation such as is presented by the New York office, a situation involving large financial responsibilities and very difficult and complicated human problems, that you ought to be able to offer a man at least $7,500 and, better, $10,000. Then, I think that you could get a man of large experience who should be willing to come at considerable financial sacrifice for the sake of doing the work, but with what we are able here to offer under the salary limitation, I do not believe that we can get that type of man; it represents too great a sacrifice on his part.

Mr. BURROUGHS. How about these advisors, are you able to get the right type of man for advisor in the district offices at the salary limit in the law?

Mr. MUNROE. No, sir; except, of course, we have got a number of very extraordinary men who are doing a fine piece of work, but simply because they are willing to throw themselves into the work with that small salary for the sake of doing it, but where we need large numbers, as we do, it is impossible to expect that motive to hold in many cases.

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Mr. BURROUGHS. Such men do have large responsibilities, do they?

Mr. MUNROE. In one way they are the most responsible men of all. They come into close personal contact with the soldiers. To the soldiers he is the Government of the United States. They, as a rule, do not come in contact with any other man representing the Government, except this one man. You gentlemen saw from your own experience with these witnesses how complicated these problems are. There are all sorts of social questions that come up, all sorts of questions growing out, particularly, of his physical and mental condition, which involves his point of view, and so on, and you have got to have a type of man who will get at the real kernel of that man's need, and who knows enough of the whole field of industry to be able to give him successful advice as to his future, and who has a sufficient knowledge of human nature to know what is real and what is just passing and ephemeral in the man's state of mind. Then, when you get that man into a school or into an industry, you have got to have a man who knows enough about education and about the industry to be able to go into that department and to speak with authority as to whether or not the people in charge of the department are giving that boy a square deal. A man who is not competent of course, simply makes a fool of himself when he tries to criticize the education or the training of one of these men. He has got to speak with some authority and that means a man of experience and a man of pretty large caliber. For $2,400 we have, as a rule, to take young men of very little experience with either the human problems or the industrial problems, and it is amazing to me that under these limiations our men are doing such fine work as they are. A majority of them are throwing themselves into the work, heart and soul, and making up in zeal for what many of them lack in experience.

Mr. BURROUGHS. What effort has been made to obtain men of the type you mentioned for this work?

Mr. MUNROE. We are on the lookout all the time through State officers and various other people who are likely to know men of that stamp and recommend them to us. Then, of course, with the American Red Cross and the American Legion we are now endeavoring, as far as possible, to get ex-service men in those positions.

Mr. BURROUGHS. Is a like effort being made to obtain men for the follow-up work? There seems to be a need for them very much, especially in the New York district?

Mr. MUNROE. The plan is, as the work of advising slackens off, to take these men who have had experience with the problem and gradually transfer them to the problem of follow-up.

Mr. BURROUGHS. In the meantime what, if anything, is being done?

Mr. MUNROE. We are getting men as fast as we can obtain them. It is almost impossible to get men who can go into a school or an industry and talk with authority in regard to the training of the men, and it is foolish to send anybody else into such a place.

Mr. BURROUGHS. You say that it is impossible to get men to do that work?

Mr. MUNROE. At the salaries that we are able to offer; yes, sir; because in these days a man can get very much more than $2,400 in a position that involves very little responsibility on his part.

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Mr. BURROUGHS. That is true, no doubt; but I have had in mind that it would not be a tremendously difficult thing to appeal to the right type of man. This work makes an appeal, I think, to the type of man that you speak of?

Mr. MUNROE. But those men have been giving themselves, a great many of them have been giving themselves at great sacrifice, practically ever since the war started. A large number of them who would have been available while the war was on for service of that sort have got to go back to earn money for themselves and their families. They feel that they have done their share of service to the country and that they have got to take care of themselves. We find that attitude very common throughout the country, and it is a very natural attitude.

Mr. BURROUGHS. You spoke about the Elks' fund. I do not know that it has been brought out here at all in the course of this investigation, just how that Elks' fund is being administered, on what terms it was placed in your hands?

Mr. MUNROE. It was, of course, impossible to put it into our regular funds, because under the law it could not have been used except for the purposes of the law.

Mr. BURROUGHS. It is a separate fund?

Mr. MUNROE. Absolutely, and was handled by Dr. Prosser, so long as he was with the board.

Mr. BURROUGHS. It was placed with Dr. Prosser by the Elks' organization?

Mr. MUNROE. Yes, sir. The board has absolutely no official knowledge of it.

Mr. BURROUGHS. What were the conditions that were imposed?

Mr. MUNROE. There were practically two funds. One was a gift fund that the Elks did not expect to get back. That covers such cases as the boys who fought with the Allies and that we could not take care of under the law. A larger fund is the loan fund, a loan for the boys to tide them over in the weeks before they can receive their regular pay checks from the board. As I have already stated, between 80 and 90 per cent of that is paid back very promptly.

Mr. BURROUGHS. Does the Elks organization have any oversight whatever or check upon its administration?

Mr. MUNROE. Yes, sir. Reports are made at short intervals to the organization just how the money is being used.

Mr. BURROUGHS. As far as you know, is the Elks organization satisfied with the administration of this fund up to this time?

Mr. MUNROE. The only way that I can judge is by the fact that at some meeting of the officers of the Elks, a few weeks ago, out, I think, at Indianapolis, the question of continuing the fund for another year was brought up, and Gov. Tanner and a Mr. Fanning, who are in direct charge of the fund, were so far satisfied with the work that they recommended, and it was adopted by the Elks organization, a continuation of the plan for another year.

Mr. BURROUGHS. You spoke generally about the hard-boiled order, so-called. Do you know, as a matter of fact, that any such order had been sent out by the board?

Mr. MUNROE. By any official of the board, as I understood you?

Mr. BURROUGHS. Yes, sir. There was a statement in printed form, however, was there not?

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Mr. MUNROE. Typewritten.

Mr. BURROUGHS. In typewritten form. Did you ever see that statement?

Mr. MUNROE. Not until I saw it published in the New York Post.

Mr. BURROUGHS. Do you have any knowledge of its origin?

Mr. MUNROE. Only the report that was made to me by the chief of the Vocational Rehabilitation Division.

Mr. BURROUGHS. To your knowledge, was it ever a basis of action by the board or by any official or subordinate of the board either here or anywhere else?

Mr. MUNROE. No, sir; absolutely no.

Mr. BURROUGHS. Did you ever hear in the office from the chief or from anybody else any such sentiment expressed as seems to have been expressed in that so-called hard-boiled order?

Mr. MUNROE. No, sir; it was absolutely contrary to the whole attitude, spirit, and temper of the organization from top to bottom.

Mr. BURROUGHS. I believe you spoke in your testimony about there being some 8,000 men who had been waiting varying periods from two months to six months, and perhaps more, at the time of the passage of the amendment, in July a year ago?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. July, 1919?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Was that right?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. You spoke about the effort that had been made by the board for some form of cooperative action between the board and the War Risk Insurance Bureau prior to your seeking that amendment?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. And that all such efforts had proved futile?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. That was during the incumbency of Mr. Lindsley?

Mr. MUNROE. Col. Lindsley; yes, sir.

Mr. BURROUGHS. For how long a time were those efforts continued?

Mr. MUNROE. From the very beginning. In fact, just before the law was passed we sent a formal communication to the War Risk Insurance Bureau, pointing out the necessity of close cooperation in working out the law, urging them to interpret it, as we proposed to interpret it, in the liberal spirit in which we knew and believed that Congress intended it to be interpreted, and pointing out to them that the interpretation involved their paying the man not merely the $30 a month actual cash pay, but a sufficient sum that would maintain him while taking the training; and also pointing out to them, in view of the fact that they must determine the compensation from the point of view of many factors other than that of the need of training, whereas we had only to consider one question, the necessity of these disabled men having training in order to go back into industry, that they should therefore interpret the law, as we thought it should be interpreted, on the basis of the man's eligibility for compensation rather than on that of his being in actual receipt of compensation.

Mr. BURROUGHS. You ascertained to your own satisfaction pretty soon after the law was passed, possibly even before the law was

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passed, that the bureau was going to take a different attitude than the Federal Board was taking with reference to the interpretation of the statute?

Mr. MUNROE. Of course, there were comparatively few men to be dealt with in the beginning. As I pointed out, I think, for a long time we carried on a cooperative plan that was not officially recognized by the bureau.

Mr. BURROUGHS. How long was that?

Mr. MUNROE. That was up to January or February.

Mr. BURROUGHS. From the time the law was passed in October?

Mr. MUNROE. Yes, sir. It was about that time—I do not remember just when Col. Lindsley came in—but apparently he placed a stricter interpretation on the law than we did.

Mr. BURROUGHS. Was that cooperative plan satisfactory?

Mr. MUNROE. It did the business; yes, sir.

Mr. BURROUGHS. That is to say, there was no delay occassioned during those months?

Mr. MUNROE. No, sir.

Mr. BURROUGHS. Up until about January?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Everything was going along smoothly because of your cooperative plan which you had devised, which was, perhaps, extra-legal, but which was getting the results?

Mr. MUNROE. Yes, sir. Then, of course, another thing, if I may continue, in January, was the fact not only that the bureau put a stricter interpretation on the law but also the fact that under the order of December 31, 1918, the boys were coming out in perfect shoals from the Army, so the bureau was absolutely swamped; they could not take care of them at all.

Mr. BURROUGHS. I understood you in your testimony—I may be wrong, and if I am I want you to correct me—I understood you to say that about May, if my memory is right, you first asked for the amendment to the law?

Mr. MUNROE. We held conferences from this time in January when the situation began to be critical, almost every week. We would go to the bureau or the officers of the bureau would come to us, and we would talk over the situation and we would urge, formally and informally, their more liberal interpretation of the law. It would then be put up to their legal advisors and they would decide that it could not be interpreted in the way that we wished it. Then we began to send every few days some inquiry as to why they interpreted the law as they did and why they varied their interpretation from one week to another week, and urging some kind of a cooperative arrangement, and each time explaining to them that unless something of that sort was done we would have to ask for a divorcing from them. At each of these conferences Col. Lindsley would urge us to try to keep along as we were, that he was sure the thing would come out all right. Finally, about the middle of April, under authority of the board, I wrote the letter to Assistant Secretary Shouse, which I read yesterday, covering these points of disagreement and the difficulty between us. Nothing happened within a week or 10 days and Secretary Houston, the chairman of our board, wrote a letter to Secretary Glass, who was at that time the Secretary of the

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Treasury, and the result of that letter was the putting in of a joint request for legislation divorcing us from the bureau.

Mr. BURROUGHS. That was about the 1st of May?

Mr. MUNROE. My letter was sent about the middle of April.

Mr. BURROUGHS. When you actually prepared the amendment and started proceedings for the amendment?

Mr. MUNROE. It was useless to ask for an amendment to the legislation until the War Risk Insurance Bureau was willing to cooperate with us in asking; otherwise it would have been impossible.

Mr. BURROUGHS. It was around the middle of April when you actually started proceedings for the amendment?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. When you gave up all further cooperative action with the bureau and started to get a change in the law?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Why had you not done that earlier?

Mr. MUNROE. Because of the constant hope held out to us by Col. Lindsley that we would be able to straighten the thing out without legislation.

Mr. BURROUGHS. What reason did you have for thinking that you could come to any understanding when his interpretation was one way and yours another?

Mr. MUNROE. Because he always held out the hope to us that the bureau might see the thing differently. It was one of those cases where you have to do a thing gradually, because we had to bring them around to the state of mind where they would act with us and ask for legislation; it was not a thing that we could force on them.

Mr. BURROUGHS. Were you not convinced long before May that something would have to be done in the way of legislation?

Mr. MUNROE. I think I so expressed myself to Col. Lindsley one of the first times that I met him.

Mr. BURROUGHS. What reason did he give you for thinking that it was not necessary?

Mr. MUNROE. He maintained that he had found the bureau in a great state of confusion when he took hold of it, and I think he made the public statement that in four or five weeks he would get it all straightened out. It was in the hope that he would get it all straightened out and the thing would go through all right that we held off.

Mr. BURROUGHS. Here were these boys' cases piling up by the thousands. As I understand you, the matter had gone along all right from about January, the beginning of January, until the middle of April or the 1st of May and that then there were some 8,000 cases that had accumulated?

Mr. MUNROE. They did not begin to pile up very seriously until about April.

Mr. BURROUGHS. You say the only reason you did not act earlier because Col. Lindsley held you off by saying that he thought the matter could be arranged otherwise?

Mr. MUNROE. The bureau was in great confusion, because of this great outpouring of men and he thought that he would get it straightened out in a few weeks and that we could come to some cooperative arrangement without the necessity of asking for legislation.

Mr. BURROUGHS. As I understand it, the board has two functions, that is to say, there is the function of vocational education proper and then there is the rehabilitation section?

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Mr. MUNROE. Yes, sir. The board was created originally simply to carry out the vocational feature.

Mr. BURROUGHS. That means that there are men on two pay rolls there?

Mr. MUNROE. No; there is no man on two pay rolls. There are ix or seven men who would have to perform functions of both divisions in the auditing department, bookkeeping, and that sort of thing, and the clerk to the board, and so instead of putting new officers on those duties we asked the existing officers to do double duty and we split their salaries, after having secured a ruling from the comptroller that that was a proper thing to do.

Mr. BURROUGHS. You have the so-called split pay roll?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. And they get a salary from each?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Would you say that it is not a full salary from each?

Mr. MUNROE. No, sir; it is the old salary split in two, payable from two different appropriations.

Mr. BURROUGHS. Is it or is it not a fact that men in the service of the board who are doing purely vocational educational work are on the payroll of the rehabilitation division?

Mr. MUNROE. No, sir.

Mr. BURROUGHS. It is not true?

Mr. MUNROE. No, sir.

Mr. BURROUGHS. Would it be possible to have a statement submitted to the committee showing the names of the staff members and clerks who are doing purely educational work? You say there are none on the payroll of the vocational board?

Mr. MUNROE. Not that I am aware of.

Mr. BURROUGHS. Or the rehabilitation board?

Mr. MUNROE. Not that I am aware of.

Mr. BURROUGHS. How long have you been connected with the board?

Mr. MUNROE. From its establishment in July, 1917.

Mr. BURROUGHS. Will you kindly name the chiefs of the rehabilitation section since you came on it?

Mr. MUNROE. The first chief was Dr. J. A. C. Chandler, who resigned in order to take the presidency of the College of William and Mary; the next chief was D. H. L. Smith, who had been loaned to us by the University of Indiana; he was in charge of the educational department there and was obliged to return, under the original agreement, at the opening of the fall term in 1919; and the present chief, Mr. Lamkin, who has been the chief since that time.

Mr. BURROUGHS. You have no women employed on the board?

Mr. MUNROE. Women?

Mr. BURROUGHS. Yes, sir.

Mr. MUNROE. A large number in the clerical staff; yes, sir.

Mr. BURROUGHS. I did not know that.

Mr. ROBSION. You have women employed where?

Mr. MUNROE. The clerical and stenographic force is almost wholly women.

Mr. BURROUGHS. Have you any women employed in responsible positions in the board?

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Mr. MUNROE. Only in the division of vocational education.
Mr. BURROUGHS. How about the rehabilitation division?
Mr. MUNROE. None.
Mr. BURROUGHS. Is there any reason for that?
Mr. MUNROE. Simply because in dealing with young men it seemed important to have men.
Mr. BURROUGHS. You stated, I think, yesterday, that half of the actual employees are ex-service men?
Mr. MUNROE. Fully half.
Mr. BURROUGHS. That is true?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. How many of them saw actual service?
Mr. MUNROE. I can not say offhand; I could get the figures for you.
Mr. BURROUGHS. Do you know how many were Y. M. C. A., Red Cross, or K. of C. workers and how many were real soldiers?
Mr. MUNROE. Real soldiers, all of them.
Mr. BURROUGHS. All of the 50 per cent?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. I think you spoke of some 96 of the male employees being discharged soldiers?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. How many of them have been re-educated?
Mr. MUNROE. They did not need it.
Mr. BURROUGHS. They were disabled men?
Mr. MUNROE. Yes, sir; but they were carried on without being re-educated. I said 96. That was the number known to us. There may be others disabled. We never made any canvas of the situation. Some of the other ex-service men may have been disabled and we not know of it.
Mr. BURROUGHS. You spoke of Mr. Lamkin recommending appointments and the board acting upon the recommendation?
Mr. MUNROE. Staff appointments.
Mr. BURROUGHS. That was the procedure?
Mr. MUNROE. With staff appointments; yes, sir.
Mr. BURROUGHS. Did Mr. Lamkin recommend the appointment of Mr. Clark?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. That was upon his own initiative, without any suggestion from anyone, as far as you know?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. Mr. Holder, I think, yesterday testified, or somebody did, that Mr. Clark's salary had been increased to $4,000 but that he was not yet drawing it?
Mr MUNROE. Mr. Lamkin will have to answer that; I am not familiar with it.
Mr. BURROUGHS. I think that is all at present.
Mr. TOWNER. The hearings will be adjourned until 1 o'clock this afternoon.
(Thereupon, the committee took a recess until 1 o'clock p. m.)

AFTER RECESS.

The committee reassembled, pursuant to recess, at 1 o'clock p. m., Hon. Horace M. Towner presiding.

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Mr. TOWNER. The committee will be in order. Before going on with the testimony I want to call attention to a letter which I just received on the mail that came in just before noon. This letter is written by a service man, who is a lawyer and who used to live in my district in Iowa, and now lives in Phœnix, Ariz. He writes me a letter protesting against the proposed bonus bill and then he makes this statement, which I will want to put in the record as an indication of how widespread the feeling is that the board or somebody is responsible for unusual delays with regard to the benefits provided for the disabled service men. This is what he says in his letter, after discussing the bonus proposition:

While it does not concern the Fordney bill, I would suggest that some pressure be brought to bear upon the heads of departments having to do with disabled service men. The hardships of these men and their families in many cases are receiving no attention whatever. The dilatory tactics of those having the relief of disabled men in charge is disgusting, and in many instances the men and their families grow discouraged and give up in their efforts to secure aid which is justly due them. If a real service is to be done, let it be done on behalf of these men.

You may resume, Mr. Munroe.

STATEMENT OF MR. JAMES P. MUNROE—Resumed.

Mr. ROBSION. Mr. Munroe, I have lost in my memory the exact date on which you became associated with the board. Would you state that again?

Mr. MUNROE. It was in July; I think it was the 21st of July, 1917.

Mr. ROBSION. And your service has been continuous up to this date?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Have you occupied the same position in the board all the time?

Mr. MUNROE. I was elected vice chairman at the first organization meeting which I think took place on that date.

Mr. ROBSION. Your suggestions of improvements relate to outside agencies, that is, to Congress?

Mr. MUNROE. To legislation to be passed by Congress.

Mr. ROBSION. You have no suggestion as to the improvement of the central office?

Mr. MUNROE. Except as improvement would come with the removal of the salary limitations. That would tend to an improvement.

Mr. ROBSION. So far as you can see it, there is nothing that the central office can do to improve the service or to become more efficient in administering the laws as they are now written?

Mr. MUNROE. Of course, I am not so foolish as to maintain that our organization, any more than any other Government body, is absolutely perfect.

Mr. ROBSION. I say so far as you see you are unable to make any suggested improvement there?

Mr. MUNROE. Except we are always strengthening the office in every way we can.

Mr. ROBSION. Would that apply to the New York office?

Mr. MUNROE. In regard to possible improvement?

Mr. ROBSION. Yes.

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Mr. MUNROE. I stated this morning that I thought the morale would be improved by some shake up there.

Mr. ROBSION. Who do you have in mind that ought to be shaken up?

Mr. MUNROE. Two or three of the staff there, I think, are making more or less trouble.

Mr. ROBSION. Who are they?

Mr. MUNROE. Mr. Lamkin could give the names better than I could, but it is my general impression that there is some lack of cooperation there.

Mr. ROBSION. They are a part of the staff there, and, of course, hold responsible positions. Can not you give the names?

Mr. MUNROE. I would prefer not to do so because it is a question of administration which Mr. Lamkin is responsible for rather than myself.

Mr. ROBSION. I would like to get it into the record at this time in view of some other matters I desire to ask you. I wish you would inquire of Mr. Lamkin now and let it go into the record.

Mr. MUNROE. Are you prepared to make any statement? (After a pause.) Mr Lamkin apparently is not.

Mr. ROBSION. If you can not give the names, how can you say there ought to be a shake-up there?

Mr. MUNROE. Because it is my general impression that there has been more or less friction there, which I believe would probably be disposed of by the removal of some of the men.

Mr. ROBSION. You were present here during all of the hearings, were you not?

Mr. MUNROE. Most of them; yes, sir.

Mr. ROBSION. When Mr. Clark testified?

Mr. MUNROE. Most of the time; yes, sir.

Mr. ROBSION. When Mr. Meyer and Mr. Ives and Mr. Noyes testified. There are those four men who related the situation in New York, did they not?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Didn't you gather from their testimony what the trouble was at New York so far as morale goes?

Mr. MUNROE. As far as I could gather from their testimony I should think that Mr. Meyer and Mr. Ives should be transferred.

Mr. ROBSION. What about Mr. Noyes?

Mr. MUNROE. I do not think Mr. Noyes—I think he is all right.

Mr. ROBSION. But he did give substantially the same evidence that Mr. Ives gave, did he not?

Mr. MUNROE. Mr. Noyes is a gentleman of quite a different disposition.

Mr. ROBSION. But so far as discussing conditions in the New York office, there is very little difference in the testimony Mr. Noyes and Mr. Ives gave?

Mr. MUNROE. Yes, sir; but Mr. Noyes is of a cooperative nature and the other two gentlemen are not. That is, judging from their attitude.

Mr. ROBSION. They, at least, are the men that have come before the committee at the request of the committee and have detailed the conditions in the New York office and you feel ought to be relieved and transferred?

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Mr. MUNROE. No, sir; because I do not think that Mr. Noyes should be transferred.

Mr. ROBSION. I say Mr. Meyer and Mr. Ives.

Mr. MUNROE. I do.

Mr. ROBSION. Well, from the appearance of the men here and their testimony, their knowledge of the work there, were you not impressed with the fact that Meyer and Ives appeared to be better trained, and have the work in hand better than Mr. Noyes?

Mr. MUNROE. No, sir; I did not gather that impression.

Mr. ROBSION. Now, Mr. Munroe, after hearing the testimony of Mr. Noyes who you say is all right, are you not convinced that there is something radically wrong in the New York office?

Mr. MUNROE. I am convinced that there was something wrong there for the early part of the history of the office and that it is being very rapidly cleared up.

Mr. ROBSION. Did not Mr. Noyes bring the condition right down to April, 1920?

Mr. MUNROE. I still say that I think Mr. Noyes is of a proper state of mind and would not make trouble in the office whereas I think the other men would.

Mr. ROBSION. But if Mr. Noyes is a good man and unbiased, unprejudiced, and is that type of man that you describe him, when he makes the charges that he makes, that are substantially the same as Mr. Meyer and Mr. Ives make, can we escape the conclusion that there is something radically wrong in the New York office as late as April 1, 1920?

Mr. MUNROE. I think Mr. Noyes is mistaken in his conclusions. That is the way I size him up.

Mr. ROBSION. But, Mr. Munroe, he did not testify as to conclusions; he stated the conditions, the facts.

Mr. MUNROE. I shall have to read his testimony, really. I only heard part of it.

Mr. ROBSION. Would you, before Mr. Meyer and Mr. Noyes stated the facts of the situation and conditions there—do you know anything that would cause either Mr. Noyes or Mr. Ives, and Mr. Meyer to come before this committee and willfully commit perjury?

Mr. MUNROE. No, sir; I do not think they would commit perjury. I think they simply saw things in the rather warped way that people do if they think they are not being given proper consideration.

Mr. ROBSION. But Mr. Griffin and a great many other witnesses that appeared here all seem to have found the same condition existing there in the New York office.

Mr. MUNROE. Of course, Mr. Griffin testified to a time practically anterior to the July 11 legislation.

Mr. ROBSION. Now, Mr. Noyes and these other witnesses put the blame for the failure of the office there on Mr. Clark. Might that not have some weight in influencing you to feel that perhaps Mr. Clark is responsible for conditions there?

Mr. MUNROE. I should have to read their testimony carefully before I gave my opinion in the matter.

Mr. ROBSION. If I have understood you, you never spent more than half a day at any one time in the New York office, did you?

Mr. MUNROE. At times I have spent the whole of one day, or even two successive days.

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Mr. ROBSION. Did you do in your visits to the New York office as Mr. Noyes and Mr. Meyer stated that they did, that they went right into the files there and looked into the many individual cases to learn the true conditions there?

Mr. MUNROE. No, sir; I did not examine the files, but I questioned the persons in charge of the files as to the situation.

Mr. ROBSION. The persons in charge of the files would be rather supposed to give themselves a clean bill of health, would they not?

Mr. MUNROE. I did not consider it the duty of a member of the board to go into details of that sort. Our duties are more of a general character rather than of a detailed administrative character.

Mr. ROBSION. But you must admit, must you not, Mr. Munroe, that Noyes and Ives and Meyer and a great many of the other witnesses that testified had a better opportunity to know conditions in the New York office than you had yourself?

Mr. MUNROE. If their opinion was unbiased.

Mr. ROBSION. I am not speaking as to their opinion, but where they undertook to detail the facts. You, as the head here in the central office, in your visits to New York, your information, whatever you had, was merely information from the heads, was it not, to a large extent?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. And it had to be largely confined to that, did it not?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Now, say that a young man should go into the New York office and register and contact should be made, what would you say, on an average, would be a reasonable time upon which to pass on that fellow's case?

Mr. MUNROE. It would depend entirely on the complications of the case.

Mr. ROBSION. As a general rule.

Mr. MUNROE. What do you mean by pass; get him into training?

Mr. ROBSION. Have it determined whether or not he is to take training; whether or not he is entitled to the training there under sections 2 or 3?

Mr. MUNROE. I could not make any general statement on that, sir, because every case is individual, and some are complicated and others quite simple. The simple case ought to be a matter of 24 or 48 hours, as many cases are passed on in that time.

Mr. ROBSION. If I have understood your testimony, you have looked into the facts, and you say that it is your opinion that all these thousands of cases will be disposed of by about the 1st of July?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Now, I should think in making a statement like that you must have in your mind some period of time that it would usually take?

Mr. MUNROE. It is very difficult.

Mr. ROBSION. Some period of time that it would usually take to pass upon these cases?

Mr. MUNROE. It is very difficult to give an average because, as I say, the cases vary from the perfectly simple one that can be settled in a few moments to the one that would require a great deal of investigation before they could come to a decision.

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Mr. ROBSION. Can you in a measure classify them in some way to give the percentage of time that it would require?

Mr. MUNROE. I could not do so without making a study of a thousand or more typical cases, and then I could give you figures.

Mr. ROBSION. Say it was a case that did not require that it be referred to the central office here. How long would you say it ought to take that New York office to pass upon the case?

Mr. MUNROE. It would depend, of course, upon how rapidly the cases were flooding in. I should say three or four days.

Mr. ROBSION. When was it that you had the New York office organized, as you say, under the laws amended July 11, 1919?

Mr. MUNROE. Mr. Farwell came there at that time, the 10th of August, and the office began to improve from that time.

Mr. ROBSION. Mr. Farwell was the representative of the central office, was he?

Mr. MUNROE. No, sir; he was the D. V. O. at New York.

Mr. ROBSION. That is so. He was D. V. O. Did you have a representative of the central office there on August 10, 1919?

Mr. MUNROE. Do you mean somebody permanently there?

Mr. ROBSION. Somebody there to help take care of the business?

Mr. MUNROE. There is practically somebody there all the time from the central office.

Mr. ROBSION. Now, could you give me the number of registrations that had been made in the New York office, say, up to the 10th of August, 1919?

Mr. MUNROE. To the present date, or up to that time?

Mr. ROBSION. Up to that time.

Mr. MUNROE. Not without looking up the figures. I can get them for you.

Mr. ROBSION. Have you that, Mr. Lamkin?

Mr. MUNROE. I can get the figures.

Mr. ROBSION. I would like you to put in the record those figures. I just want to get at that condition in New York. There is somebody badly mistaken in their testimony. It is either right or wrong up there.

Mr. MUNROE. We will make a note of that, please, Mr. Lamkin.

Mr. ROBSION. I want a statement of all of the men who had registered and whose cases would be passed upon by the New York office or through the New York office on the 10th day of August, 1919.

Mr. MUNROE. Up to that time?

Mr. ROBSION. Yes, sir.

Mr. MUNROE. Yes; I can get that.

Mr. TOWNER. The number of men.

Mr. ROBSION. The number of men.

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Then I should like to have how many men had registered or whose cases had passed through the New York office on the 1st day of January, 1920. Now, what is the date you give that the auditor furnished in his statement that you read there? What is your last statement as to the number of men that are in training, etc.?

Mr. MUNROE. On April 15, was the date I gave. The number of men in section 2 was 58,000.

Mr. ROBSION I do not ask you to give the figures at all in here now.

Mr. MUNROE. What is it you wish me to give?

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Mr. ROBSION. You can give the figures, or let Mr. Lamkin put in his figures.

Mr. MUNROE. You mean January 1 to April 15?

Mr. ROBSION. Yes.

Mr. MUNROE. Very well.

Mr. ROBSION. Then I should like to have you put in either how many cases had been passed on for section 2 training and section 3 training on August 10, 1919?

Mr. MUNROE. You mean now just the New York office or the whole?

Mr. ROBSION. The New York office.

Mr. MUNROE. Yes, sir.

Mr. ROBSION. How many cases had been passed on for section 2 training and section 3 training on January 1, 1920? How many cases had been passed on for section 2 training and section 3 training on April 15, 1920, and I wish either Mr. Lamkin or yourself would put in that in the statement because I am going to ask him to produce the records when he appears to show the average length of time that those cases were in the New York office from the time they were filed up until they were passed upon. How many cases have been passed upon in March and up to April 15?

Mr. MUNROE. You mean the total number up to April 15?

Mr. ROBSION. For the month of March and for April, up to the 15th of April. You had that somewhere.

Mr. MUNROE. I haven't that figure by itself. I do not find it here, but I can get it for you.

Mr. ROBSION. I would like to have Mr. Lamkin put that in here with the other figures of the number of cases that were passed on approved for the month of March and for April, up to the 15th of April, 1920. I believe, however, you did give the number of cases that had been approved in the month of March?

Mr. MUNROE. That was for the whole country, not for the New York district. As I understand it, your questions are all for the New York district.

Mr. ROBSION. Yes. How many cases for the whole country were approved in the month of March?

Mr. MUNROE. I can not seem to find that figure. I remember that I gave it.

Mr. ROBSION. Four thousand and something.

Mr. MUNROE. It was something over 4,000.

Mr. ROBSION. Do you have the figures for the month of February, 1920?

Mr. MUNROE. I haven't it here; no, sir; I can get that for you. Are you referring now to the whole country or just to New York?

Mr. ROBSION. The whole country.

Mr. MUNROE. I will get those figures for you, sir.

Mr. ROBSION. Who selected Mr. Farwell?

Mr. MUNROE. I do not know, sir. Do you mean originally? He came from the Boston office.

Mr. ROBSION. Your board approved him.

Mr. MUNROE. Yes. I presume he was recommended by the gentleman who was chief at that time. I do not remember when his appointment was made.

Mr. HOLDER. Dr. Prosser.

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Mr. ROBSION. I noticed that Mr. Noyes who testified here, and you say that he is all right, in speaking of Mr. Farwell said, in recent testimony before this committee:

A sort of paralysis seemed to hit the office at this time.

That is when Mr. Farwell came. How would you explain that statement?

Mr. MUNROE. I explain it that in my opinion Mr. Noyes is mistaken.

Mr. ROBSION. If I have understood your figures, there are 32,470 ex-service men who have registered for vocational training with whom your board has not yet come in contact; is that true?

Mr. MUNROE. I should have to make the subtraction. [After a pause.] Yes, sir; it is about that figure.

Mr. ROBSION. You have stated that there have been 174,196 contacts with ex-service men of those who have registered and of those 141,953 have been surveyed, and, of course, that leaves 32,243 that have not been surveyed. What do you do when you survey them, what is it?

Mr. MUNROE. There are all kinds of ways of surveying a man.

Mr. ROBSION. What do you mean when you say that a man has been surveyed?

Mr. MUNROE. I mean one of our agents has seen him and talked with him and looked into his case.

Mr. ROBSION. Why should not those other 32,000 have been surveyed. Your boards have been in contact with them?

Mr. MUNROE. I would rather that Mr. Lamkin would answer that question. It is an administrative question.

Mr. ROBSION. That is a large number, is it not, to have contact with and no survey made?

Mr. MUNROE. I think you were not present this morning when I stated these were made up very largely of the names brought into us from all sources, the Red Cross, local agencies of one sort and another, and in my opinion, and I am very confident in expressing this opinion, the great majority of those men are negligible cases that would not come under the law at all.

Mr. ROBSION. If your board, if a representative of your board had not made a survey of them, you can not tell what their condition is.

Mr. MUNROE. From every standpoint they have been communicated with.

Mr. ROBSION. But you have had contact. When you have contact and no survey made, that is the trouble with the board, is it not, and representatives of the board?

Mr. MUNROE. Contact simply means that we have had the name given to us from some source, usually from the local Red Cross or something of that sort.

Mr. ROBSION. But my question is that, so far as you are concerned, Mr. Munroe, you do not know why the 32,000 have not been surveyed?

Mr. MUNROE. Simply because they have not responded to communications sent to them to get at that.

Mr. ROBSION. You do not know that they have had communications, do you?

Mr. MUNROE. Yes; everybody on our list has had a communication.

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Mr. ROBSION. Of course, you do not speak of your own personal knowledge, do you?

Mr. MUNROE. I know that is the practice of the office.

Mr. ROBSION. You have given directions to do that, but how far it has been done you do not know?

Mr. MUNROE. I have every confidence it has been done as directed.

Mr. ROBSION. You feel that the central office here and the New York office and all of the representatives are doing their duty substantially, do you not?

Mr. MUNROE. I do.

Mr. ROBSION. You feel that way?

Mr. MUNROE. I do.

Mr. ROBSION. You are just testifying to and going upon that general assumption?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. And must do that, of course. I was very much interested in your statement that our own country is doing more for our disabled soldiers than any other government. Did I understand you to say that England, the Parliament of England, had made no appropriation of money for the training of soldiers as directed through the government.

Mr. MUNROE. You misunderstood me. I said it was being largely carried on through private enterprise as most things are in England along that way.

Mr. ROBSION. Can you give us approximately the amount of money that the English Government has appropriated?

Mr. MUNROE. I could not offhand. I could get it for you.

Mr. ROBSION. I wish that would be furnished.

Mr. MUNROE. Will you make a note of that, Mr. Lamkin?

Mr. ROBSION. Can you give us the amount that the French Government has appropriated?

Mr. MUNROE. If the figures are available; I am not sure that they are.

Mr. ROBSION. And the Italian Government?

Mr. MUNROE. I make this promise on the supposition that they are available. I am not certain that they are.

Mr. ROBSION. I notice a recent dispatch from the Canadian Government that claims to be official, in which it appears that they have outstripped our country in the matter of vocational training. I will read it.

OTTAWA, *April 10, 1920.*

Canada has graduated 13,030 disabled soldiers from its industrial retraining school, it was officially announced to-day. More than 43,000 ex-service men are now taking training courses.

If that is official, and if it is true, Canada has greatly outstripped us, has she not?

Mr. MUNROE. Of course I do not know about those particular figures, but I am pretty certain that this 43,000 includes the non-disabled boys who enlisted at 18 and younger, who are being educated under this commission, although they may not be disabled. As to the number of disabled men, the figures are a little over 30,000 that are in training.

Mr. ROBSION. But they are doing more for ex-service men than we are, if that is official.

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Mr. MUNROE. The problem of training nondisabled boys in the ordinary schools is quite a different problem from that of training the disabled men.

Mr. ROBSION. Now, can you give the committee what sum of money that Canada has appropriated for this purpose?

Mr. MUNROE. As I recollect it, the first appropriation was $50,000,000 and they have asked—I do not know whether it has yet been appropriated—for another $50,000,000.

Mr. ROBSION. So far as you know, they have only appropriated $50,000,000?

Mr. MUNROE. I do not know whether the second appropriation has been made or not.

Mr. ROBSION. When was that first appropriation made?

Mr. MUNROE. The Commission of Soldiers' Civil Reestablishment was appointed in July of 1915.

Mr. ROBSION. When was this additional $50,000,000 asked?

Mr. MUNROE. I saw reference to it some months ago, but I do not remember the exact date. I believe that the actual appropriation—although the commission was established in July, 1915—was not made until during the subsequent year.

Mr. ROBSION. What sum did the Canadian Government pay to the soldiers while taking the training?

Mr. MUNROE. That I should have to look up; I do not remember.

Mr. ROBSION. Do you remember whether it is more or less than we paid?

Mr. MUNROE. Less, I think.

Mr. ROBSION. When was this $2,000,000 appropriated that you spoke of, by our Congress?

Mr. MUNROE. In connection with the act of June, 1918.

Mr. ROBSION. 1918 or 1917?

Mr. MUNROE. Nineteen hundred and eighteen.

Mr. ROBSION. Was that the first appropriation for the retraining of our disabled soldiers?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Did your board ask for more than $2,000,000?

Mr. MUNROE. I think not. I think that that was the figure we asked.

Mr. ROBSION. Congress gave you just what you asked for?

Mr. MUNROE. I have no fault to find with that but only with the budgeting of it. We strenuously objected at that time to the budgeting because we had no data on which to go.

Mr. ROBSION. And that was the act that you complain of that tied your board up with the War Risk?

Mr. MUNROE. I am not complaining of the act, I am complaining of the attitude of the War Risk Insurance Bureau which refused to interpret it in a liberal way. The act itself was all right.

Mr. ROBSION. The Bureau of War Risk was undertaking to administer the law different from your board? When was it that you asked Congress to amend that act?

Mr. MUNROE. I think it was December 9, 1918.

Mr. ROBSION. Was it amended?

Mr. MUNROE. It was amended the latter part of February; that is, by permitting the coalescing of the funds.

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Mr. ROBSION. Yes. Was there any additional fund appropriated in 1919, or before July, 1919?

Mr. MUNROE. No, sir; there was $77,000 given, as was permitted under the act, by the American Red Cross and the National Catholic War Council. I think those were the two bodies.

Mr. ROBSION. When did you ask Congress to divorce you from the War Risk?

Mr. MUNROE. In the latter part of April, I think, 1919.

Mr. ROBSION. There was no session of Congress then, was there?

Mr. MUNROE. Yes; I think Congress was in session at that time. I think the new Congress had come in in April.

Mr. ROBSION. The new Congress was called into session May 19, 1919.

Mr. MUNROE. Yes; I am mistaken. It was in May and not in April.

Mr. ROBSION. So it was the new Congress, the Sixty-sixth Congress, that you appealed to for relief, and got relief.

Mr. MUNROE. Yes.

Mr. ROBSION. What appropriation did you ask for from the Sixty-sixth Congress at the first session?

Mr. MUNROE. $4,000,000.

Mr. ROBSION. $4,000,000?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. How much did the Sixty-sixth Congress give you at its first session?

Mr. TOWNER. Finally.

Mr. ROBSION. Yes; finally.

Mr. MUNROE. $14,000,000.

Mr. ROBSION. So that they gave your board $10,000,000 more than you asked for?

Mr. MUNROE. But meanwhile they passed the amendment to section 2, and that threw on us the whole responsibility for the maintenance of the men.

Mr. ROBSION. But they gave you $10,000,000 more than you asked?

Mr. MUNROE. Yes; but, of course, when we asked for $4,000,000 we did not know that there would be the added responsibility under the amendment to section 2.

Mr. ROBSION. How much has your board expended for tuition?

Mr. MUNROE. I would have to get those figures. I do not carry them in my head.

Mr. ROBSION. You had it here.

Mr. MUNROE. I think not.

Mr. ROBSION. You were telling about it in comparing it with Mr. Littledale's charges.

Mr. MUNROE. Oh, yes; that is in the tables. I had forgotten [after a pause]. You mean the total expenditures or for one month?

Mr. ROBSION. No; the total expenditure.

Mr. MUNROE. Up to March 31, 1920, the total expenditure for tuition was what you asked me?

Mr. ROBSION. Yes.

Mr. MUNROE. For tuition the figure was $956,744.89.

Mr. ROBSION. What has been expended altogether?

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Mr. MUNROE. For the soldiers?

Mr. ROBSION. Up to March 31, 1920, for the training of soldiers, leaving out the tuition?

Mr. MUNROE. Including the tuition, the total for the soldiers was $15,689,677.77. Subtracting the tuition from that leaves it about $14,500,000 in round figures.

Mr. ROBSION. How much money has been appropriated altogether for this work?

Mr. MUNROE. Up to this time?

Mr. ROBSION. Yes.

Mr. MUNROE. What is that figure? $21,000,000. I have a poor head for figures.

Mr. ROBSION. How much do you still have to your credit? Of the appropriations, how much is still available?

Mr. MUNROE. That I should like to look up. I do not know what the figure is to-day.

Mr. ROBSION. Approximately?

Mr. MUNROE. Mr. Lamkin says on the 1st of April, approximately $10,000,000.

Mr. ROBSION. So that there can be no claim made of any shortage of funds, can there?

Mr. MUNROE. No, sir.

Mr. ROBSION. After you had expended all along as you have, you now have something like, on the first of the month, something like $10,000,000 of appropriations still available.

Mr. MUNROE. But, of course, our expenditures are running now at the rate of between $4,000,000 and $5,000,000 a month.

Mr. ROBSION. What would you like for Congress to do is to give your board the authority to fix the salaries?

Mr. MUNROE. I did not get the first part of your question?

Mr. ROBSION. What you would like for Congress to give your board is authority to fix the salaries of all the men in the employ of the Federal Vocational Board?

Mr. MUNROE. To restore the act into its original shape in which it was without any salary limitations.

Mr. ROBSION. Then your idea there was to ask Congress to build more hospitals?

Mr. MUNROE. It is the Bureau of Public Health Service that is asking for the hospitals and we propose and are already carrying out a plan for cooperative work in those hospitals in which we give under medical advice so much training as it is proper for a man to have in his condition of health.

Mr. ROBSION. Don't you think that Judge Towner's suggestion is a fine one that we have a good many cantonments in the country not in use and whose buildings would be available for purposes like that?

Mr. MUNROE. As I said this morning, I have no first-hand knowledge of that subject and I would not venture to give an opinion.

Mr. ROBSION. What do you say about the Philadelphia office?

Mr. MUNROE. In what way?

Mr. ROBSION. Is it in a condition as described by Mr. Reid, who was a witness here?

Mr. MUNROE. No, sir. I visited the Philadelphia office two or three weeks ago and it seemed to me in remarkably good condition.

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Mr. ROBSION. Did you go into the files and records as Mr. Reid says he went into them and found the conditions there?

Mr. MUNROE. I did not pull out the files, but I talked with the responsible people in the office.

Mr. ROBSION. They all gave it a good name?

Mr. MUNROE. A man with business experience can judge from talking with people whether they are doing their work or not.

Mr. ROBSION. How can you tell from that whether or not the soldiers cases were being passed upon?

Mr. MUNROE. Because I asked questions about it and found that they were being dealt with.

Mr. ROBSION. If conditions were what they were described in New York and Philadelphia, the files were put in and handled so that the last would be first and the first would be last in handling cases in passing upon them.

Mr. MUNROE. I think that was a mistake in the testimony.

Mr. ROBSION. I notice you state that you had sent out squads of doctors and others. When did the first squad go out?

Mr. MUNROE. Mr. Lamkin can give you the date. I can not. Do you mean in New York?

Mr. ROBSION. Anywhere?

Mr. MUNROE. When did that New York squad, the first one go out?

Mr. LAMKIN. Some time in February, I think.

Mr. ROBSION. Were any squads going out before March, 1920?

Mr. MUNROE. Mr. Lamkin just said the first one went out in February.

Mr. ROBSION. Where?

Mr. MUNROE. These details can be answered much better by Mr. Lamkin. They are administrative details which I do not carry in my mind.

Mr. ROBSION. I only assumed it on the ground that you stated that the squads were sent out and I thought that you knew something about them.

Mr. MUNROE. I knew in a general way but could not possibly give the dates when they went out.

Mr. ROBSION. Was that under an order of the board or by Mr. Lamkin?

Mr. MUNROE. It was one of Mr. Lamkin's administrative acts.

Mr. ROBSION. That was not an order of the board?

Mr. MUNROE. Things of that sort do not require an order from the board.

Mr. ROBSION. Can you tell us the percentage of the cases that have been passed upon by the Atlanta office?

Mr. MUNROE. I could not without looking up the figures.

Mr. ROBSION. There are 14 districts, are there not?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. I wish that you would have Mr. Lamkin furnish in his testimony the percentage or the number of cases that have been passed upon and those that have not been passed upon at each district office in the United States up to April 15, 1920?

Mr. MUNROE. Have you made a note of that, Mr. Lamkin?

Mr. LAMKIN. Yes.

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Mr. ROBSION. Have you any figures there to show how many of this 58,099 have been approved for section 2 training?

Mr. MUNROE. Fifty-eight thousand in section 2. For section 3, there have been 36,000 approved.

Mr. ROBSION. Now, there are 25,000 of these 58,000 that have been approved for section 2 training that have not been put into training?

Mr. MUNROE. That have not yet accepted training. We can not force the men to take it, of course.

Mr. ROBSION. What is your impression as to whether or not they will take it?

Mr. MUNROE. As I think I stated this morning, at the outside, possibly 50 per cent of them would. That is a high figure but I hope that that number will take it.

Mr. ROBSION. How many do you claim will be subject to section 2 training?

Mr. MUNROE. Of what we have already?

Mr. ROBSION. Altogether.

Mr. MUNROE. No one can tell that because we do not know about the men who are still in hospitals and about these tuberculosis cases and about the mental cases. It is absolutely impossible.

Mr. ROBSION. How many do you think you still have to pass upon and approve?

Mr. MUNROE. Of the men on our rolls by this time we must have determined the eligibility and assigned training to close to 90 per cent. But, of course, men are continually coming out, being discharged from the hospitals.

Mr. ROBSION. You mean that there are just 10 per cent to pass on?

Mr. MUNROE. Of those on our list; yes, sir.

Mr. ROBSION. Then you can tell me, can you not, how many will be subject to section 2 training up to the present?

Mr. MUNROE. Of those now on the roll?

Mr. ROBSION. Of the 206,666 ex-service men who have registered and would be entitled to section 2 training, in your judgment?

Mr. MUNROE. It will be purely a guess. I should guess that the total of 70,000, and subtracting 58,000 from that, leaves it at the outside 12,000. That is an outside figure.

Mr. ROBSION. That are yet to be approved?

Mr. MUNROE. That will accept training.

Mr. ROBSION. That are yet to be approved, whose cases must yet be passed upon for section 2.

Mr. MUNROE. I think we are talking at cross purposes. I stated a little while ago that of the cases on our lists, practically 90 per cent have been passed on at this time. That leaves 10 per cent still to be acted on.

Mr. ROBSION. But if I have understood your evidence, it is that there will be approved for section 2 training, 58,099?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. And if I further understood, you stated that in your judgment there would be 70,000 altogether of this 206,666 that would be entitled to section 2 training and that would leave 12,000 who in your opinion would be entitled to section 2 training, whose cases have not yet been approved. Are we both clear on that?

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Mr. MUNROE. I think we are still talking at cross purposes because we have approved section 2 training for 58,000 men.

Mr. ROBSION. Before you go any further, let me interrupt you. In your opinion, how many will there be who will be entitled to section 2 training of this 206,666?

Mr. MUNROE. I will have to do some addition here. There remain about 45,000 cases—that is, at the time of these figures—still to be passed on. The vast majority of those, I believe, are minor disabilities and consequently the proportion will be very small of men eligible for section 2 of that 45,000.

Mr. ROBSION. But you have not yet given the committee and myself your opinion as to how many there will be of section 2 training of that 206,666?

Mr. MUNROE. It all depends on the proportion of the 45,000.

Mr. ROBSION. I know you can not tell exactly.

Mr. MUNROE. If you take 10 per cent, that is 4,500, and added to 58,000, it gives you 62,500. If you take 20 per cent, that is 9,000, and added to 58,000, it makes 67,000. It is all guess, absolutely.

Mr. ROBSION. But you say that you will have all those cases practically passed on that are now in by the 1st of July cleaned up?

Mr. MUNROE. We will have them; yes.

Mr. ROBSION. Of course, you will ask Congress to appropriate money?

Mr. MUNROE. We have asked that for the next year.

Mr. ROBSION. If you have asked it, then, of course, you must have some figures from which you make your request?

Mr. MUNROE. I have not those figures. It is a public document in which we made the estimates.

Mr. ROBSION. How much do you estimate it will cost to train each soldier; I mean as an average?

Mr. MUNROE. It averages about $1,500.

Mr. HOLDER. On the $80 basis?

Mr. MUNROE. Yes; but, of course, if the Darrow bill passes, raising it to $100, that will increase the cost for each soldier by $20 a month.

Mr. ROBSION. Did you go before the committee last year in May or June, when you asked to have a separation of these two departments—the Vocational Board and the War Risk—and ask for an appropriation?

Mr. MUNROE. At the time that we asked for the separation?

Mr. ROBSION. Yes.

Mr. MUNROE. I should have to refresh my memory on the details of that.

Mr. ROBSION. Did you testify last year before the Appropriations Committee, of which Mr. Good is chairman?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Who all appeared there before that committee of your board that you know?

Mr. MUNROE. Who of our organization appeared?

Mr. ROBSION. Yes.

Mr. MUNROE. I should have to look up the record to find out. I do not remember. I know I testified. I have forgotten who else did.

Mr. ROBSION. Did Mr. Good, the chairman, appear to be sympathetic with your desires and purposes?

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Mr. MUNROE. Which hearing do you mean?

Mr. ROBSION. Before the Appropriations Committee.

Mr. MUNROE. I have appeared before the Appropriations Committee several times. I do not know which one you mean.

Mr. ROBSION. Last year in May or June before you had the change in the law and before you got the $14,000,000?

Mr. MUNROE. Mr. Good has always been very courteous.

Mr. ROBSION. In what way did your board fail in presenting your case to cause the chairman of the Appropriations Committee on the floor of the House to use this language in the Congressional Record of the date of July, 1919, page 2787:

> There never was a body of men anywhere entrusted with a great work who seem to know as little about the subject and had as small a vision of the great work with which they were entrusted as the body to whom we had entrusted the rehabilitation of those boys who have been so unfortunate as to be wounded in this great war.

Mr. MUNROE. You would have to ask Mr. Good the basis of those remarks. I could not stand sponsor for them.

Mr. ROBSION. Was there any ground for the chairman of the Appropriations Committee after hearing you and other members of your board, in making a charge like that on the floor of the House?

Mr. MUNROE. You would have to ask Mr. Good.

Mr. VESTAL. I object to that question. That is certainly not a pertinent question to this investigation as to what Mr. Good might have said in the Record. I want to see a full investigation, but taking what somebody else has said about these people certainly is not a proper question to ask this witness.

Mr. TOWNER. I think perhaps the question is a little out of order.

Mr. ROBSION. There was some complaint about the official organ of the American Legion throwing obstacles in your way in this training in carrying on the work. How did it do that?

Mr. MUNROE. I simply pointed out the anomalous situation of the American Legion officers asking us to cooperate with them and offering to cooperate with us and establishing with us the most cordial relations so that there was placed on my desk the other day a manual to be used by the officers of the American Legion in helping us along with our work and persuading the men assigned training to take the training which, of course, is one of their chief ways in which they can help us. I pointed out the anomalous situation of the officers working with us in that way and yet the paper which bears the name of the Legion, to use a slang phrase, knocking us in every way.

Mr. ROBSION. The Legion itself, the head of the Legion, has been criticising the delay of your board? Is that not so?

Mr. MUNROE. Mr. D'Olier has always been very friendly.

Mr. ROBSION. Did not the head of the Legion, as representative of the Legion, appear before our committee and point out these delays as inexcusable delays?

Mr. MUNROE. I was not present; I do not know, sir.

Mr. ROBSION. You spoke about receiving some contributions from certain sources. How much was that?

Mr. MUNROE. It was $77,000. I can not tell you just how it was divided but the two givers, as I remember it, were the American Red Cross and the National Catholic War Council. The two gifts totaled $77,000 and there was $25 from some organization whose name I do not remember.

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Mr. ROBSION. What disposition was made of that?

Mr. MUNROE. It was added to the fund and utilized during the winter of 1918–19 to some extent in the payment of employees.

Mr. ROBSION. I notice a statement that was issued by your board where you state that $66,000 of it was used for salaries. Was it necessary to do that, to use that fund for the purpose?

Mr. MUNROE. Yes, sir; at that time, because of the budgeting. We had used up all of the funds that we could untilize for salaries under that budgeting.

Mr. ROBSION. Was the money given with the idea that it was to be used for salaries?

Mr. MUNROE. Used for any purpose that we needed it. There was no restriction on it at all. Of course, we could not have received it with any restrictions because the law does not permit it.

Mr. ROBSION. Haven't you a copy in your office of the so-called hard-boiled order?

Mr. MUNROE. I have never seen any except what was published in the New York Evening Post.

Mr. ROBSION. Do you not understand that there is such an order, whether it was ever sent out or not, in the files of the department?

Mr. MUNROE. There was no such order ever sent out or ever prepared.

Mr. ROBSION. There was no such order in the files?

Mr. MUNROE. No, sir.

Mr. ROBSION. Haven't you heard it discussed in your department and in the board?

Mr. MUNROE. We asked for a report from the chief and I think he will be glad to testify in that matter.

Mr. ROBSION. You got information that there was such an order, did you not?

Mr. MUNROE. There was no such order there and I have never seen such an order.

Mr. ROBSION. It was prepared, if not signed?

Mr. MUNROE. There was no order prepared.

Mr. ROBSION. What is that gentleman's name in New York?

Mr. TOWNER. Mr. Brigham.

Mr. ROBSION. One of the witnesses here testified that Mr. Brigham in New York, who was in the New York office as representative of the board was talking and Mr. Brigham claimed that he was responsible for it.

Mr. MUNROE. A little group of them drew up a memorandum which did not relate to the soldiers in any way. It was a memorendum to be used, according to the testimony given to us by Mr. Brigham, for their relations with the other officials at the district offices. It had no bearing on the soldiers whatever.

Mr. ROBSION. Where was that prepared?

Mr. MUNROE. If you wish me to read the report from Mr. Lamkin, I will do so.

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This is addressed to me by Mr. Lamkin. It reads as follows:

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR DISABLED SOLDIERS, SAILORS, AND MARINES,
Washington, D. C., March 6, 1920.

Mr. JAMES P. MUNROE,
Vice Chairman, Federal Board for Vocational Education,
Washington, D. C.

DEAR MR. MUNROE: I am submitting herewith a statement from Mr. Carl C. Brigham concerning the Helpful Hints to Central Office Case Board Representatives, about which you inquire. As I remember the incident the facts are as stated by him. The material was prepared, as I recollect, at a time when I was temporarily absent from the office, and lay on my desk for several days before I saw it.

It was in no sense an order or instruction. There are five ways used for communication in the central office, and to central office representatives in the field.

1. Through the general regulations of the board, referred to as miscellaneous 150 revised.
2. Through a series of instruction letters numbered serially.
3. Through a series of information letters, also numbered serially.
4. Through memorandums usually used only in central office.
5. Through notes always used only in central office, and which are not of as lasting interest as the memorandums.

The first three of the above have the force of orders, and are signed by the chief of the Division of Rehabilitation. The last two are used as recommendations on which orders or instructions are later issued. The material above referred to was in none of these classes.

I did not know until Mr. Brigham's statement, attached hereto, was handed to me that the material prepared by him in October was intended to be sent out of the office, or was sent out by anyone. It certainly did not go out to my knowledge in any official letters of the board. Mr. Carl Becker, one of our field representatives wrote me from Oklahoma City on November 14, inclosing what purported to be an original copy of the statement.

When I got his letter, I asked Mr. Hamilton, the supervisor of training, under whose general direction Mr. Becker was working, if he sent a copy of the material to Mr. Becker. He told me that either Mr. Becker got an original copy before it had been shown to me, or that such copy had been sent him by mistake. I told Mr. Hamilton that no such material should be sent out by anyone connected with this office, and promptly wrote Mr. Becker under date of November 19. The following paragraphs of that letter to Mr. Becker are quoted:

"I am glad to have the Helpful Hints to Central Office Case Board Representatives, which you sent me. As written, this has not been sent out by central office. This draft was submitted to the chief and was not approved. I have taken the matter up with Mr. Hamilton and find that the original draft went to you without authority. There is no reason for central office to be 'hard boiled' nor for any man representing central office to be 'hard boiled.' Men who are sent out from central office are expected to give the soldiers the benefit of the doubt, as the central office case board is expected to give them the benefit of the doubt. The recommendations of the district medical officer must be taken regarding the nature of a man's disability. It will not be overruled by central office except in rare cases or where the soldier receives the benefit. Central office case board representatives are expected to see that all the information necessary from a legal standpoint is in the case.

"With that exception, they are not expected to 'split hairs' in approving or disapproving a man's case."

The language of the statement shows it was never intended for an order, or instruction, or to be sent out. The fact that it was not signed by anyone also shows it was not so intended.

In order to determine as rapidly as possible whether or not men whose names were in our files, were entitled to vocational training, and to notify them, and to prevent the delay which resulted from sending all files and papers to Washington, we have sent out to various district offices: First, individual representatives or so-called central office case board representatives, and later, groups of men called eligibility squads.

These men were to pass on the legal evidence in the files, and so the interviewing of the disabled men, and the securing of legal evidence naturally had to be left to the men in the district offices. The representatives sent out from this office can not interview disabled men, and at the same time pass on a large number of cases. Every instruction and order has been to give the disabled soldier the benefit of the doubt,

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and every effort has been made to keep the men sent out from central office at the work which I believed would expedite action, and which could only be expedited by their time not being taken up by conversation or "visiting" with members of the district staffs. In other words, I believed the efficiency of the organization could be promoted by insisting that these central office representatives who were to maintain uniform standards throughout the country, fair to the disabled man, and fair to the Government, giving the disabled man the benefit of the doubt, confine themselves to the work which they were sent out to do. An attempt to increase the efficiency of a Government employee should not be the subject of severe criticism.

The figures for September 15, and for March 1, in this connection may be of interest:

	Sept. 15	Mar. 1.
Number approved for training under section 2	17,000	55,000
Number approved for section 3 training	500	22,000
Number deemed ineligible in training on the evidence in the files	15,000	48,000
Total definite decisions rendered	32,500	125,000

It should be remembered that a large per cent of the men serving on central office case board were ex-service men. Mr. Brigham himself is an ex-service man, having in addition, a very high civil-service rating. The present central office case board which acts on appeals from the decisions adverse to claims, is composed of eight men, one of whom, a veteran of the Spanish-American War, was physically incapacitated for service in the late war, one was in the Engineer Corps, and the other six saw overseas service as line officers.

As to my attitude toward the disabled men, and as to instructions and orders written, or which I have sent out, it has always been to be fair to the men and to the Government, giving the disabled man the benefit of the doubt. I should be glad to see the provisions of the present rehabilitation law liberalized to such an extent that every man who suffered any disability could have the training he needed, if he wanted it, but such is not the provision of the present law.

It may be of some value in determining my attitude toward the disabled man to know that so far as I can remember, while I was in charge of the office at St. Louis, or temporarily in charge at Philadelphia, or New York, or since I have been here as chief of this division, I have never declined to personally see any disabled man who asked to see me personally, nor have I declined to see anyone else who asked to see me, either an employee or not an employee, whatever his business. Nor have I kept any individual waiting any length of time, but frequently I have had to refer them to others for action where their matters would consume any length of time.

As my resignation was placed in your hands shortly after I became chief of the division, to become effective at your pleasure, so that you would not feel bound to retain me in my present position because I am under the civil service, and was not subject to removal except after charges are filed, and also, as you have, so far, not accepted it, and as you have approved the regulations which have gone out in Miscellaneous 150, and in the instruction and information series, all of which are subject to review, I am sure that the statement which I have expressed regarding my attitude toward the disabled soldier is approved by all the members of the board.

Very truly, yours,

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

Mr. ROBSION. How long is it? On that one point, I just wanted to know who wrote that order if it was written?

Mr. MUNROE. You will notice that he says that he transmits the report made by Mr. Brigham.

Mr. ROBSION. You need not read that all. But did he write it according to the report. Who prepared that so-called hard boiled order in the New York office or wherever it was?

Mr. MUNROE. There was no order prepared. There never was an order of any kind.

Mr. ROBSION. Would you want to put that report in the record?

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Mr. MUNROE. As long as there seems to be so much misunderstanding about it, I think we had better.

Mr. ROBSION. Let it go in the record.

Mr. TOWNER. Yes.

Mr. ROBSION. Is there with that record a copy of the so-called order, whatever it was, hard-boiled, that related to the soldiers or anybody else?

Mr. MUNROE. Let me repeat, sir. There never was an order, hard-boiled, or any other kind along those lines. The thing was entitled, "Helpful Hints to Central Office Case-Board Representatives."

Mr. ROBSION. Is there a copy of that Helpful Hints in there?

Mr. MUNROE. Yes, sir; it is embodied in Mr. Brigham's report or statement.

Mr. ROBSION. How many pages does it cover?

Mr. MUNROE. The Helpful Hints? It covers about 1 page.

Mr. ROBSION. I wish you would read that?

Mr. MUNROE. The Helpful Hints?

Mr. ROBSION. Yes.

Mr. TOWNER. Is that embraced in the report of Mr. Lamkin which you have already put into the record?

Mr. MUNROE. Mr. Lamkin made a formal report as requested by the standing committee and embodied in it this statement by Mr. Brigham.

Mr. TOWNER. And that you have already offered for the record?

Mr. MUNROE. Yes, sir. Do you wish me to read it?

Mr. ROBSION. Yes.

Mr. TOWNER. Very well.

(The statement referred to, previously quoted from and including the Helpful Hints is as follows:)

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR
DISABLED SOLDIERS, SAILORS, AND MARINES,
Washington, D. C., March 6, 1920.

Statement of Carl C. Brigham to Chief Division of Rehabilitation concerning the origin of an unofficial statement known as Helpful Hints to C. O. C. B. Representatives.

An unofficial statement entitled "Helpful Hints to C. O. C. B. Representatives" was prepared by me some time in October, 1919, to be forwarded to representatives of the central office case board working in the district offices. The original copy of this unofficial statement is not in my possession, and to the best of my knowledge and belief at that time the original and all copies of the original were destroyed.

About 10 copies of this unofficial statement were prepared and before being submitted to the chief of division were shown to three members of the staff of central office at that time. After showing the statement to these three persons I collected, as I thought, all the copies and placed them on your desk. It is possible that one of these copies was mislaid, picked up by a clerk, and sent out by mistake. This is, however, a supposition. After that evening I saw the original copy only after certain sentences had been deleted by you. I handed the copies to a typist and had 10 or 12 copies prepared. These copies were mailed by me to the five or six central office case board representatives in the field and given to the members of the eligibility squad then in training in central office, consisting of 8 or 10 men.

HELPFUL HINTS FOR C. O. C. B. REPRESENTATIVES.

"1. As representative of the central office case board you are to give individual rulings on individual cases. General rulings originate at central office. Don't make any yourself.

"2. You are to pass on cases, and whenever you think out loud see that the thought is placed on paper and is then placed in the man's folder.

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"3. Don't argue with the district office staff. Tell them to write central office if they don't like your judgment.

"4. Don't speculate. If a fact exists, the existence of the fact can be proved on a piece of paper. Accept legal proof and don't trust to hearsay evidence. If any member of a district staff knows a lot more about a case than is in the folder, tell him to dictate it and get the D. V. O. to sign it. Don't listen to him. It wastes time.

"5. The organs used in approving cases are the eyes and the brain.

"6. Don't gossip. If a man tells you a tale of woe in one district, don't tell it in the next district. You are not sent out to arrange salary readjustments, or to install filing systems, but to approve cases.

"7. Keep your opinions to yourself. If you believe one section is more efficient than another section or one district more efficient than another, keep it to yourself.

"8. Members of the district office staffs will beat you over the head with verbal pressure. District pressure causes many of our mistakes. Put cotton in your ears and lock the door.

"9. District office staffs believe that any one from Central Office is full of wisdom. You will preserve this good impression, if you don't talk.

"10. Whenever you draw a conclusion, draw it in duplicate and forward one copy to central office.

"11. Accept advice from central office. Take all the cigarettes you can get from members of the district office staff, but no advice. The district office will never crawl you for approving cases in error, but central office will. Don't get mad when you get crawled, but come back with the evidence. If the evidence wasn't there, don't do it again."

The copies sent out were not signed by the chief of division or anybody else. No instructions were given me to send them out. The chief of division did not approve the copy and issued no instructions that they be sent.

In explanation of the reasons for issuing this circular I wish to call your attention to certain factors which lead to its reparation.

The first stimulus to the preparation of this circular was a complaint received by me that one of the traveling representatives carried word from one district to another that a member of one district staff would like a transfer to another district, and then carried word back to the man concerned that his transfer would be highly acceptable and possibly at an increased salary. The transfer would have disrupted the organization of the district from which the man was transferred and the person making the complaint was entirely justified. Another complaint was received that another representative dropped a suggestion in one district that another district was more efficient in some respects. To meet these complaints the following paragraphs were inserted:

"6. Don't gossip. If a man tells you a tale of woe in one district, don't tell it in the next district. You are not sent out to arrange salary readjustments, or to install filing systems, but to approve cases.

"7. Keep your opinions to yourself. If you believe one section is more efficient than another section or one district more efficient than another, keep it to yourself."

Another difficulty at the time of the preparation of this circular resulted from the fact that the district offices were inclined to generalize on the basis of rulings made on individual cases and that our traveling representatives were inclined to make general rulings. You will probably remember that about this time one district office wrote to us stating that a central office man had rated a case of otitis media "major" and that if this case were rated "major" they had 5,000 other cases which must be rated "major" also. Our case board representatives were instructed to pass on the individual cases on their merits and not to generalize. All matters of general policy were submitted to the chief of division. To overcome this tendency the following paragraphs were inserted:

"1. As representatives of the central office case board you are to give individual rulings on individual cases. General rulings originate at central office. Don't make any yourself.

"9. District office staffs believe that anyone from central office is full of wisdom. You will preserve this good impression, if you don't talk."

Another difficulty at that time resulted from the failure of the district offices in some instances to transmit to central office the evidence on which a decision was based, and the failure of our case board representatives in some instances to specify the evidence on which his decision was based. It was the policy of central office to have the actual evidence on which the award was based in our files, so that any question as to the legality of any award or the authorization of payments could be answered. If the question of the legality of payments ever came up, there would be no record in the

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iolder of any conversation held in a district office, although the facts developed in thfs conversation might clearly indicate that the man was in need of training. Another difficulty of the same sort arose from the fact that in some instances cases were disapproved verbally by a case-board representative with the statement that he would approve it if certain evidence were secured. The representative would then leave the district and the case would be presented to another man with the statement that the first man said it would be approved, if certain evidence were supplied. To overcome these difficulties the following paragraphs were inserted:

"2. You are to pass on cases and whenever you think out loud see that the thought is placed on paper and is then placed in the man's folder."

"4. Don't speculate. If a fact exists, the existence of the fact can be proved on a piece of paper. Accept legal proof and don't trust to hearsay evidence. If any member of a district staff knows a lot more about a case than is in the folder, tell him to dictate it, and get the D. V. O. to sign it. Don't listen to him. It wastes time."

"10. Whenever you draw a conclusion, draw it in duplicate and forward one copy to central office."

"11. Accept advice from central office. Take all the cigarettes you can get from members of the district staff, but no advice. The district office will never crawl you for approving cases in error, but central office will. Don't get mad when you get crawled, but come back with the evidence. If the evidence wasn't there—don't do again."

Our greatest difficulty at the time this circular was written resulted from the fact that there was an enormous amount of work to be done by a very few men. It was impossible to obtain additional men and it was frequently necessary for our representatives to cover three and sometimes four offices a week. In some instances it was necessary to move them so rapidly that a man left a district with a number of cases ready for decision unacted upon. The representatives worked day and night in their effort to clear the load, and they should have been protected from interference. On the other hand, members of the district office staffs were very much interested in practically all of these cases on which definite action was to be taken. The members of the district staff were in contact with the man and deeply interested in his welfare, as they should have been. On the other hand the case-board representative, interested in all the men, as well as in individuals, had more work to do in a given time than he could accomplish. If there were 200 cases ready for decision, a representative could spend all of the time talking over 10 cases and be forced to leave 190 cases until his next visit. The stress of the work sometimes made it necessary for representatives to refuse to talk. This was why they were advised to "put cotton in their ears and lock the door," and to work nights. This attitude was encouraged in order that the work might progress more rapidly.

The artificial relationship which resulted from the stress of work sometimes caused friction between the central office representatives and some members of the district staffs, but on the whole the offices realized the strain our men were working under and the man was given a quiet room and interference prohibited. On account of the time element and the necessity of drastic action, paragraph 3 was inserted as follows:

"3. Don't argue with the district office staff. Tell them to write central office if they don't like your judgment."

and also paragraph—

"8. Members of the district office staffs will beat you over the head with verbal pressure. District pressure causes many of our mistakes. Put cotton in your ears and lock the door."

It was in paragraph 8 that the words "hard boiled" and "naturally sympathetic" appeared in the original draft, from which they were stricken out. The "hard boiled" phrase and the "naturally sympathetic" phrase had no reference to the attitude of the central office representative toward the claim of the disabled man and applied only to the very difficult but entirely necessary relationship he was forced to maintain with the members of the district office staff. In passing on the cases of disabled men the case-board representatives have always been instructed to give the disabled man the benefit of the doubt, and any change in their policy must come from a change in the vocational rehabilitation act liberalizing the provisions of section 2. In this connection the paragraph "The organs used in approving cases are the eyes and the brain" should be discussed. When a man makes application for training under section 2 of the vocational rehabilitation act, it is necessary that four conditions be met:

(*a*) That the man has been discharged from the service under honorable conditions since April 6, 1917.

(*b*) That he has a disability that was incurred in the service or is traceable to the service.

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(c) That his disability constitutes a vocational handicap.
(d) That training from a mental and physical standpoint is feasible.

There may be many other social and economic reasons why a man should receive support, but none of these social and economic reasons legally entitles a man to training. In taking this position your case board representatives have adopted the spirit and letter of the law as expressed in the act of Congress.

In conclusion I wish to apologize for the manner and style in which this circular was written. It was intended for a limited number of persons, all of whom were capable of interpreting it correctly and who did interpret it correctly. That the communication may be very easily misinterpreted is evidenced by the storm of protest following the publication of the copy disapproved by you. It would have been a very easy matter to write the same instructions in such a manner that the same points would be covered and the same difficulties overcome without rendering the board liable to attack on account of misinterpretation. I regret exceedingly that my unfortunate expression has placed you and the members of the board in such an embarrassing predicament and wish to state to you again what I have previously stated verbally that my resignation from the service will be placed before you any time you express your willingness to accept it.

CARL C. BRIGHAM.

MARCH 6, 1920.

Please remember that this central office case board was sent out to pass upon cases which had already been passed upon by the district office. The central office case board never came in contact with the boys at all and these hints were for their relations and their attitude toward the employees of the district offices.

Mr. ROBSION. You say that instruction is for whom?

Mr. MUNROE. To the representatives. It is a memorandum, as I understand it, as stated here, to be passed around, a few copies among the central office case board representatives who were going out to pass upon cases to give the central office stamp of approval or disapproval on cases that were acted upon and settled by the district offices.

Mr. ROBSION. Who was your representative in New York at that time from the central office?

Mr. MUNROE. I could not say without looking up the record.

Mr. ROBSION. Did each fellow that went out have one of them?

Mr. MUNROE. Just a few of them.

Mr. ROBSION. How many were prepared?

Mr. MUNROE. Mr. Brigham here says 10 or 12 copies were prepared.

Mr. ROBSION. Did he have one himself?

Mr. MUNROE. Mr. Brigham?

Mr. ROBSION. Yes.

Mr. MUNROE. I presume so.

Mr. ROBSION. Was he the district representative—I mean the central office representative—at the New York office?

Mr. MUNROE. No, sir.

Mr. ROBSION. What was he?

Mr. MUNROE. What was Mr. Brigham at that time? He was sort of a general utility man, was he not, Mr. Lamkin?

Mr. ROBSION. But he represented the central office here at Washington, did he not?

Mr. MUNROE. As far as any member of the staff represents the office.

Mr. ROBSION. What I mean is, that he was not connected with the New York office. He was connected with the central office?

Mr. MUNROE. He has never been connected with the New York office as far as I know.

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Mr. ROBSION. He was sent up to New York to help straighten out things?

Mr. MUNROE. I should have to ask Mr. Lamkin. I do not remember the details.

Mr. ROBSION. Does Mr. Brigham say in the report there to him he gave those orders?

Mr. MUNROE. Do you wish me to read his statement?

Mr. ROBSION. Yes.

Mr. MUNROE (reading):

An unofficial statement entitled "Helpful hints to C. O. C. B. representatives" was prepared by me some time in October, 1919, to be forwarded to representatives of the central office case board working in the district offices. The original copy of this unofficial statement is not in my possession, and to the best of my knowledge and belief at that time the original and all copies of the original were destroyed.

About 10 copies of this unofficial statement were prepared and before being submitted to the chief of the division were shown to three members of the staff of central office at that time. After showing the statement to these three persons I collected, as I thought, all the copies and placed them on your desk.

This is addressed to Mr. Lamkin:

It is possible that one of these copies was mislaid, picked up by a clerk and sent out by mistake. This is, however, a supposition. After that evening I saw the original copy only after certain sentences had been deleted by you. I handed the copies to a typist and had 10 or 12 copies prepared. These copies were mailed by me to the five or six central office case board representatives in the field and given to the members of the eligibility squad then in training in central office, consisting of 8 or 10 men.

The rest I have already read.

Mr. ROBSION. When he says he "put it on his desk," he is referring to Mr. Lamkin?

Mr. MUNROE. Yes; it is addressed to Mr. Lamkin.

Mr. ROBSION. Then he says that certain sentences were left out.

Mr. MUNROE. He refers to the chief.

Mr. ROBSION. He says that certain sentences were deleted and that he did have some of the copies prepared.

Mr. MUNROE. That is in what I have read to you.

Mr. ROBSION. And sent out to the district offices?

Mr. MUNROE. That is his statement; yes, sir.

Mr. ROBSION. So then there is ground, as claimed by Mr. Reid of the Philadelphia office and Mr. Meyer of the New York office and the New York Evening Post, that this so-called order was sent out from the central office?

Mr. MUNROE. But it is not an order in any sense, manner, or shape.

Mr. ROBSION. Well, instructions?

Mr. MUNROE. It was not an instruction. It was a memorandum. It was not signed by anybody or addressed to anybody.

Mr. ROBSION. Well, who sent it out?

Mr. MUNROE. If I may read further—this is still Mr. Brigham's statement:

The copies sent out were not signed by the chief of division or anybody else. No instructions were given me to send them out. The chief of division did not approve the copy and issued no instructions that they be sent.

In explanation of the reasons for issuing this circular I wish to call your attention to certain factors which led to its preparation.

Mr. ROBSION. You need not go any further than that.

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Mr. MUNROE. I think it is very essential, now that the thing has been questioned, that Mr. Brigham should be allowed to give his statement.

Mr. ROBSION. I asked you a specific question. It is already in the record. I was going to ask you for an answer to my question. All of that is in the record. I have asked that it be put in the record

Now will you read my question?

(The reporter read the question as follows: "So then there is ground, as claimed by Mr. Reid of the Philadelphia office and Mr. Meyer of the New York office and the New York Evening Post, that this so-called order was sent out from the central office?")

Did this gentleman who prepared that memorandum, as you call it, or suggestion—did he visit other district offices?

Mr. MUNROE. You will have to ask Mr. Lamkin. I am not familiar with these administrative details.

Mr. ROBSION. Now, the man sent out to the district office, was it his business to cooperate with the district office staff?

Mr. MUNROE. To cooperate with them; yes, sir.

Mr. ROBSION. But if the instructions had been followed that are set out in that circular or order or instructions, there would have been no cooperation, would there?

Mr. MUNROE. Oh, yes; certainly; because these instructions had nothing absolutely to do with the disabled soldier, but they were given to these men in order to stimulate them not to waste their time by idle talk and gossip with the district officers.

Mr. ROBSION. But it did instruct the district office staff to keep their ears closed?

Mr. MUNROE. Not to the soldier, but to the district people.

Mr. ROBSION. Let me ask you now—to keep their ears closed and to listen to nothing, information or advice from the district staff, did it not?

Mr. MUNROE. In order that these cases might be——

Mr. ROBSION (interposing). Now, don't argue, Mr. Munroe; but isn't that the fact?

Mr. MUNROE. I wish to explain the fact. It is in order that nothing shall—that no man shall be put in training on hearsay or statements that are not put down in writing. It was merely business advice to do this thing in a businesslike way.

Mr. ROBSION. But since this was a human problem and he was sent up there to cooperate, or for the various district offices to cooperate, then why should he be instructed not to take any advice from the district officers but to be an autocrat and supreme in himself, as that order would indicate?

Mr. MUNROE. As this thing is not an order; as it has no official standing; and as I knew nothing about it till I saw it in the New York Evening Post, I do not see why I should be asked to justify something that did not exist as an order.

Mr. ROBSION. I am not asking you to justify it; I don't think there is any justification for it; but, Mr. Munroe, if it went to Mr. Lamkin and he cut out a part of it, and the part he did not cut out was approved, evidently then this man who visited the various district offices to line up things—didn't he have the authority—didn't Mr. Lamkin have the authority to issue that sort of instructions?

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Mr. MUNROE. You will have to question Mr. Lamkin himself on that.

Mr. ROBSION. But you are the head of the bureau, of the department, and Mr. Lamkin gets his orders from you; don't you say that Mr. Lamkin had the authority to pass upon and issue an instruction such as was issued by this man Brigham?

Mr. MUNROE. Mr. Lamkin has authority to issue orders on administrative matters, of course.

Mr. ROBSION. Well, now, if this was written up by Mr. Brigham and submitted to Mr. Lamkin, and Mr. Lamkin cut out what he though was the objectionable part and turned it over then to Mr. Brigham to have printed and copies made of it, and those were sent out from the central office, then do you say that it was without authority?

Mr. MUNROE. The other reporter has taken that letter. I wanted to read from Mr. Brigham's statement in which he says this memorandum never was approved by Mr. Lamkin or ordered to be sent out by him.

Mr. ROBSION. So then it is your contention that Mr. Brigham acted without authority?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. When did you find that out, that he acted without authority?

Mr. MUNROE. When this report was made to me.

Mr. ROBSION. What date is that?

Mr. MUNROE. In March, I think it was.

Mr. ROBSION. And where is Mr. Brigham now?

Mr. MUNROE. He is in the central office.

Mr. ROBSION. Has he been promoted or permitted to remain in the same position?

Mr. MUNROE. It had absolutely nothing to do with the disabled soldier. There is nothing reprehensible in the thing at all.

Mr. ROBSION. But you say there is nothing reprehensible when a man in the central office here sends out instructions to the district offices when he did not have authority to do it?

Mr. MUNROE. They were not instructions, sir. I have repeated that many times. They were not instructions; they were not signed; they had none of the character of instructions at all.

Mr. ROBSION. Well, I want to ask you this, Mr. Munroe. Would you approve, then, that suggestion or instruction written up by Mr. Brigham? Do you approve of it?

Mr. MUNROE. Because it is capable of misinterpretation, I disapprove of it on that ground.

Mr. ROBSION. Is that the only ground on which you disapprove of it?

Mr. MUNROE. That is all.

Mr. ROBSION. So then you don't want it in writing, but so far as you are concerned you would want these men who go from the central office to the district offices to close their ears and take no advice from anybody—to take cigarettes, but no advice. You want them to act in that manner?

Mr. MUNROE. I would not have phrased it in that way, of course.

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Mr. ROBSION. Would that be justified on any grounds, an instruction like that going to a central office man when he was right in with the staff and with the work at the district office? Must there not be closer cooperation between the men that can talk and advise with each other over these important matters?

Mr. MUNROE. There is the very closest cooperation between the central office and the district offices.

Mr. ROBSION. Could there be a situation where the central representative should go to the district office and close his ears entirely to what the district head should say or what the district staff should say? Should they do that in any district in this United States, in either of the 14 districts?

Mr. MUNROE. No, sir.

Mr. ROBSION. And you would not approve of that being sent out, would you?

Mr. MUNROE. No, sir.

Mr. ROBSION. Now, what did you say to Mr. Brigham for sending out a thing like that?

Mr. MUNROE. I reprimanded him.

Mr. ROBSION. You reprimanded him?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Have you at any time put anyone in authority in your place as assistant vice chairman? I will put it this way: This memorandum that was prepared by Mr. Brigham, which you say was not an order, and which he had printed and sent out to the representatives that were going out to the district offices, if I understand you, Mr. Brigham's position on the matter was—and your position—that this was only a memoranda or instructions to be given to and used by a central offices representative that should be sent to and stationed in a district office somewhere.

Mr. MUNROE. Not an instruction; it was merely a memorandum.

Mr. ROBSION. And it was a suggestion as to his line of conduct or the relation between the central office representative and the district office head and staff; is that true?

Mr. MUNROE. The district office; not the head, but the representatives with whom he would come in contact.

Mr. ROBSION. I would like to inquire, Mr. Munroe, if at any time you appointed your stenographer vice chairman.

Mr. MUNROE. No, sir.

Mr. ROBSION. Well, didn't you designate her vice chairman and have her to sign important legal matters—I mean departmental matters?

Mr. MUNROE. No, sir; I sign all documents—and there are thousands of them—myself. When I have to be absent, they are signed by other members of the standing committee as acting vice chairman.

Mr. ROBSION. And after she had been acting for some time, didn't some head of one of the departments—the Department of Justice—advise you that she could not be vice chairman?

Mr. MUNROE. No, sir; she never served as vice chairman.

Mr. ROBSION. That never occurred at all? Didn't you at one time write out such an authority and give it to your clerk or stenographer?

Mr. MUNROE. Not that I have the slightest recollection of.

Mr. ROBSION. Which was signed by you, in which she was authorized to act as vice chairman of this important board?

Mr. MUNROE. No, sir.

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Mr. ROBSION. And didn't she undertake to act in that capacity in violation of the law?

Mr. MUNROE. No, sir.

Mr. ROBSION. Do you know anything about the contract made between either the central office here or the Philadelphia office with that Mr. Borland of Pittsburgh, in which he is paid $35 per month tuition for each student, and guaranteed a certain number of students per month?

Mr. MUNROE. I approved that contract, as I have to approve all contracts.

Mr. ROBSION. And have you learned how much money Mr. Borland has made out of that?

Mr. MUNROE. I have reason to believe that he is not more than coming out square, if he is not even losing money.

Mr. ROBSION. Do you know how many students he has in his school?

Mr. MUNROE. I could not say without looking up the figures. I haven't them in mind.

Mr. ROBSION. Do you know how many students he has?

Mr. MUNROE. I would have to look that up.

Mr. ROBSION. Do you know how many teachers he has?

Mr. MUNROE. Those figures I would have to look up; I haven't them in mind.

Mr. ROBSION. You don't know what his expenses are?

Mr. MUNROE. I would have to look that up.

Mr. ROBSION. Now, how could you say, Mr. Munroe, that he was just about coming out square?

Mr. MUNROE. From my experience with that kind of thing. I have been associated with educational institutions most of my life, and I know what that sort of thing costs, and consequently I believe the figure which he is paid is a reasonable figure.

Mr. ROBSION. If conditions obtain, as the witnesses claim do obtain in New York, who is responsible for it?

Mr. MUNROE. I don't acknowledge that those conditions do obtain.

Mr. ROBSION. I say if they do obtain.

Mr. MUNROE. That is a supposition that I can not agree to.

Mr. ROBSION. I am not asking you to agree to it. There are quite a number of men who have come here and testified about it, and some men I feel that are disinterested, and have given quite a good deal of damaging testimony about conditions in New York. I would like to know now if the conditions obtain as they say they obtain, who is responsible?

Mr. MUNROE. Naturally the district vocational officer would be responsible.

Mr. ROBSION. And you would feel it would not be the central office here at Washington?

Mr. MUNROE. No, sir; because the district offices have very great freedom in the management of their own offices.

Mr. ROBSION. And if the condition obtained in Philadelphia, as described by witnesses, who was responsible for that?

Mr. MUNROE. If they exist, which I do not acknowledge, of course, the district vocational officer would be responsible there.

Mr. ROBSION. And do you claim that he is all right, the Philadelphia man?

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Mr. MUNROE. I do not claim that anybody is perfect. I claim he is doing a very good job.

Mr. ROBSION. And you claim that for the 14 districts in the country?

Mr. MUNROE. Considering the very difficult conditions under which all the offices have to work I think they are doing a very good job.

Mr. ROBSION. What I mean is, you feel that it is reasonably good, as good as could be expected in the work?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. And you could not get other men to do it better, with any reasonable effort?

Mr. MUNROE. Not at the figures we are permitted to pay.

Mr. ROBSION. When did you reprimand Mr. Brigham for putting out this memorandum?

Mr. MUNROE. When I got the report that he claimed he was responsible for it.

Mr. ROBSION. What was the nature of your reprimand?

Mr. MUNROE. I don't remember the words I used. I reprimanded him as one does an employee.

Mr. ROBSION. Did you talk, as we say, pretty straight to him?

Mr. MUNROE. I did.

Mr. ROBSION. And tell him he should not do that again, and so on?

Mr. MUNROE. I did.

Mr. ROBSION. Or did you write to him?

Mr. MUNROE. No, sir; I talked to him.

Mr. TOWNER. The hearing will be adjourned until 10 o'clock to-morrow morning.

(Whereupon, at 2.50 o'clock p. m., the committee adjourned until 10 o'clock a. m., Saturday, May 1, 1920).

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Saturday, May 1, 1920.

The committee met at 10 o'clock a. m., Hon. Horace M. Towner presiding.

Mr. TOWNER. Mr. Munroe, you may take the stand again.

STATEMENT OF MR. JAMES P. MUNROE, VICE CHAIRMAN FEDERAL BOARD FOR VOCATIONAL EDUCATION—Resumed.

Mr. BURROUGHS. Mr. Munroe, I want to call your attention to a letter which appears to have been written by a young man by the name of Troy, Joseph A. Troy, jr., who gives his address as 723 St. Louis Avenue, East St. Louis, Ill. The letter is written to Mr. Harold Littledale, and I call attention to it simply to inquire why it is that such letters as this seem to be so frequent. I presume I might find a number of them in my own files. He says:

Mr. LITTLEDALE.

DEAR SIR: I read recently an article written by you concerning the unspeakable manner in which the Federal Board for Vocational Training has been treating the disabled service men.

I was wounded in France, June, 1918, and spent eight months in the hospital recovering from an injured spine and a gunshot wound through my foot, which causes me to limp slightly. The Federal board sent me to school these last seven months, and although I have only one more year until I get my legal degree, they tell me if I want to go another year they will give me only section 3 training, if any at all. I do not live with my folks, so if I do not get this last year I will have to forfeit my degree. I feel that I am justly entitled to it and am ready to substantiate my claim to them, but I may as well talk to the wall.

The letter seems to indicate a feeling on the young man's part that he can not get justice. Now, if this were an isolated or an individual case, I would perhaps be inclined to feel that it was due to some idiosyncrasy or peculiarity of the young man himself, but where the letters come and keep coming from all sides, I just wonder if you have any explanation to make of it. I am wondering myself what explanation I can make to satisfy my own mind.

Mr. MUNROE. Of course, I could not answer in this particular case without looking up the circumstances, but I would presume from what he states there that it was a question of the interpretation of the law; that is, under the law as it reads he was not entitled to anything except section 3 training, but, of course, I would have to verify that by looking into the case.

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Mr. BURROUGHS. Yes. It seems from this young man's letter that he had actually had the training with compensation for some number of months—for seven months he says—but that for some reason that training had now been stopped.

Mr. MUNROE. Well, as I say, I will have to look into the case. I could not express an opinion on it without having an opportunity to look into the circumstances.

Mr. BURROUGHS. Is that a usual occurrence, to have a young man given the section 2 training, or training with compensation, and then have that changed over to section 3 training?

Mr. MUNROE. There are a great many cases where the boy under a strict interpretation of the law would be entitled to nothing but section 3 training. We have stretched the law so far as to give them at least one year, and in some cases two years under section 2, with the understanding, which in most cases the boys understand, he will be transferred to section 3 training; but some time ago the board voted that in practically all cases where the boy had had one year under section 2, it should be continued automatically for another year. I presume this would come under that general ruling.

Mr. BURROUGHS. This young man has not had quite a year.

Mr. MUNROE. Well, of course, by year we mean the college year.

Mr. BURROUGHS. He has had seven months of it, but now he has been told that he can not have any more of it.

Mr. MUNROE. As I say, I should have to get the facts in the case before I could express an opinion on it.

Mr. TOWNER. Mr. Munroe, it seems that this man had a considerable disability. He says he was wounded in France June, 1918, and spent eight months in the hospital, "recovering from an injured spine and a gunshot wound through my foot, which causes me to limp slightly." That would indicate at least the right to training with compensation, would it not?

Mr. MUNROE. Of course, the law reads that he is not entitled to training and compensation unless he is unable to "carry on" in his former or in some other occupation. Of course, we never hew close to the line on that. If we did, thousands of these boys would be shut out. We always lean to the side of giving the boy all that is possible without too great disobedience to the law.

Mr. TOWNER. I think you should be able to answer promptly upon that proposition. This man spent eight months in the hospital with spinal trouble and besides that a wound that causes him still to limp; is there any question about his being entitled to compensation?

Mr. MUNROE. That is his own statement, of course. We have not the medical certification——

Mr. TOWNER. Why do you hesitate about answering that?

Mr. MUNROE. Because, sir, I do not know the circumstances.

Mr. TOWNER. But can you not know the circumstances from the statements that this man makes?

Mr. MUNROE. No, sir.

Mr. TOWNER. If they are true?

Mr. MUNROE. Yes, sir; but I want the medical verification.

Mr. TOWNER. Let me say, frankly, that if that is the attitude of the department with regard to cases of that kind, it accounts for all

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of these complaints and even more complaints than are coming; that is, if that is the attitude of the very head of the board with regard to these matters. I must confess that I am very much surprised.

Mr. MUNROE. Well, as I have said, sir, we always give the boy the benefit of the doubt, even when he does not strictly come within the terms of the law.

Mr. TOWNER. But you say you do not know from the statement that this man makes whether or not he is entitled to the training?

Mr. MUNROE. No, sir; because we can not take the boy's unsupported statement as to his condition.

Mr. TOWNER. But I am assuming it is true.

Mr. MUNROE. Well, if it is true, then, of course, we would give him the two or three years, whatever it is.

Mr. TOWNER. That is what I asked you, and yet you hesitated about answering.

Mr. MUNROE. I misunderstood you then, sir. Of course, if the statement is true, then there is no question about his getting it.

Mr. TOWNER. Have you any doubt about the statement being true?

Mr. MUNROE. I could not say——

Mr. TOWNER. Here this man has been in training for seven months without compensation; is not that a determination of the fact that he is entitled to the training with compensation?

Mr. MUNROE. As I say, it may have been one of those cases where he strictly was not entitled to any training except under section 3, and we gave him the benefit of the doubt by giving him one year under section 2, but I really ought not to express an opinion on the case, because I do not know the details of it.

Mr. TOWNER. I am not asking about the case in particular; I am asking about the facts assuming they are true.

Mr. MUNROE. Well, as I have stated——

Mr. TOWNER. You have already stated several times that you did act upon the assumption that these statements made by the boys were true.

Mr. MUNROE. Provided, of course, there is medical verification. The law requires that.

Mr. TOWNER. Now, I think we may assume that the young man having been seven months in training was entitled to this training with compensation, he having had the training with compensation during that time. Now, what justification would there be, that being true—and assuming it was justifiably so—what justification would there be of depriving him of the year that would be necessary for him to complete his course?

Mr. MUNROE. Assuming that the statement which he makes is actually so——

Mr. TOWNER. You need not repeat that over and over again, Mr. Munroe. I am assuming that it is true, and I tell you I want you to assume it is true before you answer.

Mr. MUNROE. Do I understand, then, that the Congress wishes us to disobey the law by not getting medical verification, which the law requires?

Mr. TOWNER. I am not asking you anything about that. I am asking you what you do. What is the practice of the board? We will draw our own conclusions from that proposition.

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Mr. MUNROE. The practice of the board, as I have said, sir, is always to give the boy the benefit of the doubt, and give him the very most that he possibly could have under the most liberal interpretation of the law. That has been our attitude always.

Mr. TOWNER. Why do you not answer the question? The question is whether there is any reason or justification for stopping the young man's training after he has had seven months of it.

Mr. MUNROE. I stated that there had been a general ruling of the board that where a boy had one year's training it should be continued automatically for a second year.

Mr. TOWNER. I wish you would report fully about this case and, if necessary, use the telegraph and present the records of the matter to the committee before the hearing is closed.

Mr. MUNROE. I will be very glad to, sir.

Mr. ROBSION. We asked you something, Mr. Munroe, yesterday, about Mr. Carl Brigham, and, as I understand, you reprimanded him some time in March. Did you promote Mr. Brigham after you reprimanded him?

Mr. MONROE. No, sir.

Mr. ROBSION. Has he not been promoted?

Mr. MUNROE. No, sir; his duties have been changed somewhat. Mr. Matthews resigned to take a position paying him two or three times as much money as he was getting from us, and so we put Mr. Brigham in charge of the work Mr. Matthews had been in charge of.

Mr. ROBSION. Does he get an increase of salary in that position?

Mr. MUNROE. No, sir.

Mr. ROBSION. It is a position of more responsibility than he had, is it not?

Mr. MUNROE. No, sir; I think not. It is just a different responsibility, but no greater responsibility.

Mr. ROBSION. What is the difference in salary in the two positions.

Mr. MUNROE. As I say, there was no increase in salary so far as I know.

Mr. ROBSION. I understand; but what salary did Mr. Brigham get? What was Mr. Brigham's salary?

Mr. MUNROE. $3,600.

Mr. ROBSION. What was Mr. Matthew's salary?

Mr. MUNROE. $4,000.

Mr. ROBSION. Well, it is reasonable to assume, is it not, that the $4,000 position is a position of more responsibility than the $3,600 position?

Mr. MUNROE. No, sir; I think not in this case. I think Mr. Brigham has had fully as much responsibility in the work he has been doing as in this new position. The new position is one more of routine work than the other work he was doing.

Mr. ROBSION. In reading this report that you filed yesterday from Mr. Lamkin, I observe that this so-called instruction or hard-boiled order, as it has been some times designated, was sent out in October, and sent to the Oklahoma district officer to Mr. Becker, did you know about that?

Mr. MUNROE. I read Mr. Lamkin's report.

Mr. ROBSION. That was sent from the central office here in Washington?

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Mr. MUNROE. If Mr. Lamkin so reported.

Mr. ROBSION. And as it was sent out to the Oklahoma office it was in its original form and no part of it had been deleted, had it?

Mr. MUNROE. I do not know, sir. I have not Mr. Lamkin's report at hand.

Mr. ROBSION. You filed excerpts or extracts from quite a number of letters you had received that spoke in words of commendation of the board, and I am glad you did that; but is it not true that the only letters that you filed or excerpts from letters that you filed were from ex-service men whose cases had been passed upon favorably and were under section 2 training and were receiving the training?

Mr. MUNROE. As I remember it, the letters were from men who were in training.

Mr. ROBSION. Now, could you not file many times more letters from fellows whose cases had not been passed upon?

Mr. MUNROE. No, sir. If it came to a question of mere numbers, the number of men who would approve and be grateful for what we had done for them would be far in excess, many times in excess, of those finding fault.

Mr. ROBSION. If I understood the testimony of the witnesses from New York, there were more letters of condemnation there than you have mentioned in your testimony at that one office. Do they make any report to your office about these letters they are receiving?

Mr. MUNROE. Not to me personally; no.

Mr. ROBSION. Did you know a Mr. Harvey, of New York?

Mr. MUNROE. A Mr. Harvey?

Mr. ROBSION. Yes.

Mr. MUNROE. Connected with our organization?

Mr. ROBSION. Yes.

Mr. MUNROE. I do not remember any such name; no, sir.

Mr. ROBSION. I think he is employed or retained in some way to get up exhibits.

Mr. MUNROE. Oh, there was a Mr. Harvey who was employed, I believe, by the order of Elks.

Mr. ROBSION. Did you have any consultations with him?

Mr. MUNROE. I met him once; yes, sir.

Mr. ROBSION. Did you know anything about Mr. Harvey?

Mr. MUNROE. Nothing except the fact that I met him at that time. I met him twice, excuse me; the first time was to confer with him about the nature of some moving-picture exhibits that he was to get up for the Elks, to be shown at the moving-picture houses, as one of our various means of bringing information to the disabled boys about what the Government was anxious to do for them.

Mr. ROBSION. Did you know that Mr. Harvey's picture was in the rogue's gallery in New York?

Mr. MUNROE. No, sir.

Mr. ROBSION. Did you ever hear about that?

Mr. MUNROE. No, sir; he had nothing to do with us in any way. The only reason that I ever saw him at all was because he was employed by the Elks, and the Elks, as you know, were cooperating with us in the matter of funds.

Mr. ROBSION. How much money did he get out of the proposition?

Mr. MUNROE. I do not know, sir; I have no relations with that. I am not an Elk, and I know nothing about the Elks' affairs.

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Mr. ROBSION. What fund was he paid out of?

Mr. MUNROE. I do not know, sir; I know nothing about the Elks' business.

Mr. ROBSION. What was the nature of the work that Mr. Harvey was to do?

Mr. MUNROE. I understood from this conversation that I had with him that the Elks had commissioned him to get up a moving picture to be shown, covering the disabled-soldier problem.

Mr. ROBSION. To help promote the work of the Vocational Board?

Mr. MUNROE. One of the numerous means we used to advertise the Government's work.

Mr. ROBSION. Would you think that a fellow whose picture was in the rogue's gallery in New York would be a proper person for work like that?

Mr. MUNROE. I am not in the least responsible for what the Elks do.

Mr. ROBSION. I am not asking you about your responsibility, but I am asking you if you think that would be a proper person for work like that?

Mr. MUNROE. I should think not; no, sir.

Mr. ROBSION. Recurring again to the matter of naming your clerk as vice chairman, do you remember about two months ago, when you were attending an association or going away somewhere, you wrote a letter designating your clerk?

Mr. MUNROE. I am sorry that I had forgotten about the circumstances of that yesterday. I looked them up when I went back to the office, and I find they were as follows: In February, I think it was, there was a conference called of all the State directors of vocational education and other persons who were cooperating with us in the States at Chicago, in connection with a meeting of the National Society for Vocational Education, and as it is the one opportunity in the year when we can get all these men, practically from all the States, together, it seemed important that the three members of the standing committee should all be there to confer with these men. There arose, of course, immediately the question as to how the signing of leases and vouchers and contracts and all that sort of thing could be carried along. So, on what we thought was good advice, we passed a vote in the standing committee designating my secretary as assistant to the vice chairman, with the understanding that under that designation she could sign these documents. The order was transmitted, as usual, to the heads of the various divisions, and the head of the disbursing department stated he could not pay vouchers, under the law, signed in that way. Consequently I gave up going to Chicago, much to my regret and with considerable loss to myself, because these conferences with the State officials are important, in order that there should not be a single day's delay in the paying of our bills or the signing of leases or anything of that sort. I endured a good deal of sacrifice for the sake of continuing the work. This young lady never signed a single document.

Mr. ROBSION. Were the three members of the Cabinet who are members of your board present when that order was made?

Mr. MUNROE. No, sir; this was a standing committee order.

Mr. ROBSION. What is the name of this young lady?

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Mr. MUNROE. Miss Myers.
Mr. ROBSION. Her first name?
Mr. MUNROE. Helen K.
Mr. ROBSION. Is she still in the service?
Mr. MUNROE. Yes, sir.
Mr. ROBSION. Referring again to this man Harvey, I understand that he had a lot of the stationery and other effects of the Vocational Board with which he carried on his correspondence; do you know how he got that?
Mr. MUNROE. That was the occasion of my second interview with him. I learned of this, and I immediately sent for him and told him that he was immediately to cease using the name of the Federal Board for Vocational Education in any way, because he had no official or any other connection with us. That was the reason of my meeting him the second time.
Mr. ROBSION. To what extent had he used it, if at all?
Mr. MUNROE. I do not know, sir. It was simply brought to my attention that he had stationery with our name on it, and I told him that he must cease that at once.
Mr. ROBSION. Did you not also have information that he was using it?
Mr. MUNROE. I should not have summoned him here unless I had heard he had used it.
Mr. ROBSION. And that he was also claiming to represent the board as a representative of the board?
Mr. MUNROE. Naturally, by using the stationery, he was misrepresenting the situation.
Mr. ROBSION. Well, what had Harvey been doing? What activity had he been carrying on in the use of the stationery of the board, and in a way representing the board, that caused you to take action?
Mr. MUNROE. As I have already said, I understand that he was getting up this motion picture for the Elks, and it was in connection with that that he used stationery which he had no business to use, soliciting cooperation in the making of this film.
Mr. ROBSION. Did you not also understand that he was representing that to business people and to men and women of means in an effort to collect money?
Mr. MUNROE. That was a matter for the Elks, not for us. We were not soliciting money.
Mr. ROBSION. He was using the Federal board's stationery, and so on, in writing these people in an effort to collect funds?
Mr. MUNROE. Yes, sir.
Mr. ROBSION. Did you not understand that?
Mr. MUNROE. The moment I heard of it I summoned him here and told him to stop it.
Mr. ROBSION. But did you learn he was doing that?
Mr. MUNROE. I should not have summoned him otherwise; yes, sir.
Mr. ROBSION. And how long did he continue to represent the board—I mean not to represent the board, but to be connected with this board activity, after you learned that?
Mr. MUNROE. It was not a board activity; it was an Elks' activity. I had no knowledge whatever of his relation to the Elks. You would have to ask somebody connected with the Elks about that.

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Mr. ROBSION. Well, it was your work?

Mr. MUNROE. No, sir; it was entirely an Elks proposition. It was one of the ways in which they proposed to cooperate with us by getting up this moving picture, but we were not in any way responsible for it. It was entirely an Elks proposition.

Mr. ROBSION. But it was to help promote the work of the Vocational Board, was it not?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. My question was, How long did he continue in that work after you had learned of this matter and went to see him the second time?

Mr. MUNROE. I did not go to see him. I summoned him here to Washington. I have no idea, sir, because it was an Elks enterprise and not ours.

Mr. ROBSION. When you learned he was using the board's stationery and undertaking to collect money, did you not also get information as to the character of the man and the reputation of Mr. Harvey?

Mr. MUNROE. No, sir; I simply forbade him to do that thing which he had no authority to do. I was not concerned in his personal character or anything else. I simply was concerned in his using the Federal board's name without authority, and I forbade it.

Mr. ROBSION. But in his efforts to collect money, did he not claim that it was to help the Vocational Board and to rehabilitate the disabled soldiers and things like that?

Mr. MUNROE. I have no idea what he claimed at all.

Mr. ROBSION. You made no inquiry as to his standing?

Mr. MUNROE. It was none of my affair. He was not an employee of the board, and I had no business to inquire into his personal affairs.

Mr. ROBSION. It has been suggested that I ask you if your board, headed by Dr. Prosser or some member of the board, took this man Harvey and introduced him to the Elks and established the connection.

Mr. MUNROE. I certainly did not. I never heard of the man until he came down to ask advice about getting pictures or photographs for this motion picture.

Mr. ROBSION. On his office, did not Harvey display the board's name in New York?

Mr. MUNROE. I do not know, sir.

Mr. ROBSION. Did not you and Dr. Prosser have your pictures taken in his office?

Mr. MUNROE. No, sir.

Mr. ROBSION. Or in New York in connection with the work?

Mr. MUNROE. No, sir; I never had my picture taken in New York.

Mr. ROBSION. And if the Vocational Board's name was on this man Harvey's office in New York, you did not observe it.

Mr. MUNROE. I never was in his office. I do not know where it was.

Mr. DONOVAN. Dr. Munroe, I want to ask you one question: When the debate was up on the floor of the House on the Darrow bill—this is a little personal, and if you do not care to answer it you do not need to—it was stated by one of the Members of the House in

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that debate, and you will recall that the Darrow bill was a bill increasing the compensation of the married men and single men, it was stated that this board was a Democratic board, meaning the Vocational Education Board, particularly the men in the administration. Have you any objection to telling whether you are either a Democrat or a Republican or a Prohibitionist?

Mr. MUNROE. None whatever, sir. I suppose I should be designated as an Independent Republican; that is, I have generally voted, practically, I think, always the Republican ticket in Massachusetts, except when Billy Russell was up for governor. I did vote, when I first voted, for Mr. Cleveland, as many Republicans did, and I may have voted once or twice for Democratic candidates since.

Mr. DONOVAN. But in general——

Mr. MUNROE (interposing). In general, I vote the Republican ticket.

Mr. ROBSION. Mr. Munroe, you voted for Mr. Wilson, did you not?

Mr. MUNROE. The first time; yes, sir.

Mr. DONOVAN. Did you the last time?

Mr. MUNROE. No, sir.

Mr. BURROUGHS. Mr. Munroe, since I put in the former letter from Mr. Joseph A. Troy, jr., I find still another one which Mr. Littledale has called to my attention, which had been written to him by Mr. Troy under date of April 28, 1920, and I would like this letter also to go into the record, if you please. The letter reads as follows:

EAST ST. LOUIS, ILL., *April 28, 1920.*

Mr. HAROLD A. LITTLEDALE,
New York Evening Sun, New York City, N. Y.

DEAR MR. LITTLEDALE: Received your letter of the 26th. I highly appreciate your kind offer to bring my case to the attention of the investigation going on in Washington.

The following is the gist of my case:

Enlisted July 28, 1917, and at the time was earning my way through law school and had completed one year.

Wounded by enemy fire June 24, 1917.

Injuries sustained: Wounded through left foot and a fracture of the cervical spine.

Sent back to United States September 23, 1917.

Present disability: Slight limp and weakness of left foot and recurring stiffness and pain in neck, accompanied at times by pains in arms and headaches. Doctors tell me this injury will return in after years.

X-ray examinations since leaving the service have failed to disclose this neck injury, although the Army records show it. The latest picture showed an anatomical irregularity, but the doctor gave his personal opining, saying he believed this was normal in my case.

In my chart my disability has been figured with respect to my foot with an utter disregard to the spinal injury. Case board at San Francisco thought me worthy of section 2 training, and my chart is full of telegrams urging approval, but the swivel-chair experts in Washington seem to be able to overrule the opinions of men who examined me in person.

Washington gave Mr. Baird, of the traveling case board, the authority to put me in section 2 training if he saw fit, and on his approval and the permission of the district vocational officer I came to St. Louis University. Some months later they informed me I was being trained by mistake. They tell me I have no need of further education, although I need only one more year to complete my course. The district vocational officer at St. Louis flatly refuses to give me in writing why they will not give me this one year. My record at the university will prove my earnestness.

With a multitude of thanks, I am,

JOSEPH A. TROY, Jr.,
1725 St. Louis Avenue.

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Mr. Munroe, in the course of your testimony yesterday you spoke of certain changes, or a shake-up, as you referred to it, as being necessary, in your opinion, to bring about a better morale in the New York office, and referred, if I remember correctly, to one or two individuals whom you thought should be transferred from New York to some other office.

Mr. MUNROE. It was just a personal opinion; yes, sir.

Mr. BURROUGHS. That was your personal opinion. You did refer, however, to Mr. Noyes, who had testified here at considerable length, as being a man, as I recall your testimony, who had the right point of view, the right temperament, and a man who was, in your opinion, a right-minded man.

Mr. MUNROE. Cooperative spirit, I think, was the term I used.

Mr. BURROUGHS. I understand from what you said, that while you might not accept all Mr. Noyes's conclusions in the course of the testimony he gave here, you would feel that any statement of fact he made could be relied upon.

Mr. MUNROE. I think you must have misunderstood me, sir. I simply stated that I thought he had the right cooperative spirit. I expressed no opinion as to his judgment of facts.

Mr. BURROUGHS. Well, would you or would you not consider him trustworthy?

Mr. MUNROE. I think he means to be.

Mr. BURROUGHS. You testified, I think, that when Mr. Noyes said that in his opinion the New York office seemed to be suffering from a "kind of paralysis" between the 1st of November and the middle of January, that you thought he was mistaken in that conclusion.

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. He goes on, however, in the course of the testimony which he gave, to state the reasons why he thought the New York office had fallen into that state of paralysis, and I will just quote a few lines of his testimony:

> The supervisor of training and the district vocational officer were unable to agree upon a method, upon a procedure by which these orders could be carried out. We had the authority put in our hands to put men in training under certain restrictions, and it was after hammering and hammering that finally the procedure was gotten through by which that could be done. Meanwhile, as you can see by the statistics of it and the falling off during those two months of the men that were put into training, the training officers spent a large part of their time writing and rewriting and rewriting their recommendations, simply in order to get them into the form that was required by the district vocational officer, and they were no sooner done than next day or the next week around would come a new order not to proceed from that day forward doing this new method, but to go back to the past dates and rewrite them over and over again. It got to be a perfect joke in the office.

He was talking then about a period when Mr. Farwell was at the head of the office, the period from the 1st of November, as he says, to the 1st of the following January. What would you say as to the correctness of that statement?

Mr. MUNROE. As far as I was observing the office during that time I think he has, to say the least, exaggerated.

Mr. BURROUGHS. Again, he says:

> Now, as a matter of fact, what happens? You go into the field, and in the first place you have to apologize to the treasurer of the school because he hasn't got any money.

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He is talking now about present conditions, not past conditions.

Mr. MUNROE. Yes.

Mr. BURROUGHS (reading):

One of the men in the follow-up section told me two weeks ago that he just had taken a trip through New York State. He visited nine professional schools in that State and not one of those schools had been paid for the tuition of any man in those schools.

Mr. MUNROE. I have forgotten whether or not I testified that at this time all tuition bills up to 30 days ago are paid, so far as I am aware.

Mr. BURROUGHS. That was two weeks ago and his testimony was given on April 13.

Mr. MUNROE. So far as the vouchers have come into the office they are practically current, within the 30 days, of course.

Mr. BURROUGHS. Later he said:

I know the bills were held up in the central office sometimes for many weeks before they were paid. I don't know why.

Judge Towner asked him:

After they had been passed?

And his answer was:

After they had passed the local office and had been sent on. They were not paid.

Now, again, I quote from his testimony:

Now, if you will let me give an illustration. For example, we can not send a man to Alfred University, an institution as well known as that, without having the case passed upon by the central office, but we can send a man around the corner to a cobbler shop to learn cobbling without saying anything to them about it. They make that difference in the institutional course. We can't put a man in an institutional course without the central office passing upon it.

Mr. MUNROE. He is quite mistaken about that.

Mr. BURROUGHS. Then Mr. Donovan asked him this question:

I thought I understood you to say that there was a recent ruling which permitted the district office to place a man in an institutional course that did not take over two years and that did not cost more than $500.

And Mr. Noyes answered:

Provided that institution has been approved by the central office.

Mr. MUNROE. Of course, we have to make sure that these boys are sent to reputable institutions. Unfortunately there are a good many in this country that are not reputable.

Mr. BURROUGHS. Take the institution he speaks of, Alfred University, which I understand is one of the most reputable in that section of the country; he says that even in that case the matter has to be submitted to Washington.

Mr. MUNROE. I think he he is mistaken, sir.

Mr. BURROUGHS. Then, speaking about the authority which the men have in the district vocational offices, I asked Mr. Noyes this question:

The point I am trying to make is, is it possible, do you think, to get many men now of the type that you think are suitable for this work; men who would not be influenced primarily by the pecuniary or monetary consideration involved?

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He answered:

If they can be given more authority, so that they will feel that they are doing the job and putting the thing over. The man doesn't live by bread alone, and men don't work for wages alone. I have seen it over and over again in our office.

Mr. BURROUGHS. So you think if the men could feel that they had some responsibility in the matter and could go about and work out something on their own initiative, a good many men might be obtained who would be willing to do it aside from the money consideration involved?

Mr. NOYES. If they can be given authority, just exactly as if the central office gives authority to the local office; if the head of the office or the heads of the sections give authority to the men under them, they will respond immediately.

What would you say in regard to that?

Mr. MUNROE. It is a matter of opinion, and, of course, a matter of local administration which Mr. Lamkin is more competent to pass on than I am; but I do not see how, without absolutely cutting these district offices adrift and letting them do just as they please, we could give them any more authority than we have given them now. I venture to say that we are the most decentralized organization in the Government at this time.

Mr. BURROUGHS. Do you know of certain rules of administration that were issued some time in August last, I think, that have been referred to here in this testimony?

Mr. MUNROE. I could not identify them simply from the dates. If you could give me some other identification——

Mr. BURROUGHS. I asked Mr. Noyes this question?

Do you know, Mr. Noyes, of the issuance of certain rulings by the central board here some time in August, I think, this last year, certain orders or administrative rulings?

Mr. NOYES. To conform to the—yes; I know about them.

Mr. BURROUGHS. You saw those rulings when they were issued?

Mr. NOYES. Yes.

Mr. BURROUGHS. How did they impress you?

Mr. NOYES. As giving the impression to the employees of the board that they must be more restrictive in the allowances of recommendations of men to be put in training.

Mr. BURROUGHS. They seemed to be rules of exclusion?

Mr. NOYES. Yes.

Mr. BURROUGHS. And not to have been put out in the spirit that seemed to you to be the spirit in which this law was enacted by Congress? Is that right?

Mr. NOYES. That is my impression.

Mr. MUNROE. I could not possibly identify them from that description, because I know we have never sent out any rules or regulations that could be interpreted in that way. They have always been the opposite—to give the widest possible latitude and to stretch the law to the utmost limit so that the boys may get what we desire them to have.

Mr. BURROUGHS. Would you recognize them under the name of Miscellaneous 150?

Mr. MUNROE. Yes, sir; those are our general instructions; but I should interpret them in exactly the opposite way from which Mr. Noyes has interpreted them.

Mr. BURROUGHS. Are they available so they could be produced here?

Mr. MUNROE. Oh, yes.

Mr. BURROUGHS. You would not call them rules of exclusion?

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Mr. MUNROE. Far from it. I should call them rules of the utmost inclusion.

Mr. BURROUGHS. And they were not so intended by the board?

Mr. MUNROE. No, sir.

Mr. BURROUGHS. Did you know they had been so interpreted by your officers in the field?

Mr. MUNROE. It is the first I have ever heard of it. This is the first criticism of that sort I have ever heard.

Mr. BURROUGHS. Let me ask you just one other question. Did you know of any rule or order issued by Mr. Lamkin to the effect that a man once given section 2 traning should be entitled to it and not be changed over to section 3 training?

Mr. MUNROE. I think that is what I have already referred to as a ruling made by the board some time ago, that where a man had been in training one year it should be continued automatically for a second year—that is, section 2 training.

Mr. BURROUGHS. And that is the policy of the board?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. That is all.

TESTIMONY OF MR. WILLIAM M. GODWIN.

(The witness was duly sworn by the acting chairman.)

Mr. TOWNER. Please give your full name to the reporter.

Mr. GODWIN. William M. Godwin.

Mr. TOWNER. And your residence and post office?

Mr. GODWIN. My home is Clinton, Mo.

Mr. TOWNER. That is your post-office address generally, Clinton, Mo.?

Mr. GODWIN. Yes, sir.

Mr. TOWNER. What is your business now?

Mr. GODWIN. I am vocational adviser for the Federal board at the branch office of district No. 9, Kansas City, Mo.

Mr. TOWNER. You are making your home now, I suppose, in Kansas City, Mo.?

Mr. GODWIN. Well, that is my Federal station. My home is at Clinton.

Mr. TOWNER. What is the address of the board there?

Mr. GODWIN. 311 Massachusetts Building.

Mr. TOWNER. How long have you been with the board?

Mr. GODWIN. Since the 2d of February, 1919.

Mr. TOWNER. Did you desire to make a general statement regarding the work of the board there?

Mr. GODWIN. Yes, sir. My mission here, as I understand it, is to tell something of the way the work was conducted in the hospitals, having been in the hospitals of the ninth district until they were finally evacuated on the 15th of October last.

Mr. TOWNER. You may proceed in your own way.

Mr. GODWIN. I was called to St. Louis the latter part of January. I met a man who was very much at cross purposes with the Government and everything in general, having received a bad wound in his left arm, and after about a day's wrestling, before I had been initiated into the service of the Government, we got him into training at the David Rankin School in St. Louis, to make a stationary

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engineer of him. His attitude was entirely changed toward the Government within 24 hours. He seemed to be quite a happy man when I last saw him. I went up to Camp Funston. It was stated that there were about 35,000 men in Funston and they were being discharged in shoals. There were three of us working there, and in an effort to keep up to the rush, take care of the disabled men, we sometimes surveyed as many as 75 in a day, 25 to the man, which was entirely too many, but the press and the men and the people and Congress all seemed to be in a hurry to get the men home. One of my duties was to go to what we called the recreation hall every morning and to meet the casuals who had come in the day before to be discharged as soon as possible, and to tell them of the privileges and advantages that might accrue to the disabled men under the law governing the Federal board. I met bodies of men like that, from 50 to 500, every morning for weeks, telling them about the advantages and opportunities. I was allowed not to exceed 15 minutes, but after getting through with my talk the men would gather around me and ply me with personal questions, and sometimes take as much as two hours of my time talking to groups of men, so that we disseminated the knowledge as fast as we could to the men. After being there a few weeks I was detailed to go to Fort Riley a part of the time. At first we were not permitted to go into the wards where the crippled men were, but in just a few days that was changed and we were given free access to the men at Fort Riley that were crippled and being operated upon. In connection with the vocational service that was established there under Maj. Berry, we had free access from that time on to the men in the wards, and Col. Peed, who was in command at Fort Riley, volunteered to suggest to me, after a few days there, that if there was anything in that fort that I wanted that I might have it for the asking. I asked liberally and was never turned down very often. I met the men en masse and continued that by going to the places of recreation at the Y. M. C. A., the Red Cross, and the Knights of Columbus, and between the acts in the picture shows, and would tell them what the Federal board had for the men. I had not been there very long when talking to them one night I said, "Gentlemen, this is your chance, not mine. You are at liberty to approach me at any time, anywhere, on any part of the grounds, and I will tell you all that I know about it in about a minute, any time of the day or night; do not hesitate to call on the representative of the Federal board. My name is Godwin and if you can not think of that, just say 'Hey, there,' you need not delay. If you want to call on me, do it." It was not an unusual thing for half a dozen boys to call me "Dad." I would stop and talk to them.

The night I made that proposition was a very disagreeable night, and I was half a mile from the office, and an ex-service negro came up and said, "Sir, may I talk to you?" I said, "Cut that out. I want to be as good as my promise, even if it is a bad night." From that time on I was at the service of the men, and some of the most pleasant recollections are in connection with the men that I met at Fort Riley, giving them what advice that I could. I got on good terms with them and gave them instructions. There were a few obstreperous fellows, of course, but I managed to keep my

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temper most of the time and to direct them as I thought they should be directed.

Mr. TOWNER. Your experience with the medical officers in charge of the hospitals then was that as soon as they understood what you wanted they cooperated?

Mr. GODWIN. They were in hearty sympathy; yes, sir.

Mr. TOWNER. In sympathy with the work?

Mr. GODWIN. Yes, sir. I met Dr. Zachritz, one of the members of the discharge board just a few days ago and was recounting matters that occurred there. They got to be a little bit strict upon the percentage. That was under the days of percentage. They were *not* giving the boys what I thought was a high enough percentage. I went into the office and had a talk with Dr. Zachritz out there and it had the effect of giving the men, I thought, more liberal disabilities, giving them a better chance.

Mr. TOWNER. The men whom you came into contact with, as a usual rule, who had determinable disabilities, were anxious to talk to you about the training, were they?

Mr. GODWIN. Yes, sir; after I talked to them. At first there was an aloofness about it.

Mr. TOWNER. In other words, it was necessary for you to sympathize with them in order to win their confidence?

Mr. GODWIN. Yes, sir.

Mr. TOWNER. And those men who were working with you in the same class, were they as able to win the confidence of the boys as you were?

Mr. GODWIN. I think so.

Mr. TOWNER. You had a chance to observe them, are the men usually engaged in this work able to win the confidence of the boys?

Mr. GODWIN. That has been my experience, every one of them. Mr. Beck, who now represents the central office in St. Louis; Mr. B. G. Baird, at Wichita; Mr. Robertson, at Dallas, Tex., and Mr. Murray are men that the boys would slap on the shoulder, after they got acquainted with them, and put their arms around them and talk to them as confidentially as they would to their own fathers and brothers.

Mr. TOWNER. It has been suggested that the surgeons were reluctant to let go of the boys in the hospitals, to discharge them even for training. What has been your experience with regard to that?

Mr. GODWIN. My experience is that the men themselves thought the surgeons were reluctant, but it was a matter of surgical and medical judgment, and I have no right to pass upon it.

Mr. TOWNER So far as your observation went you think the surgeons dealt fairly, and in accordance with their best judgment?

Mr. GODWIN. I certainly do.

Mr. TOWNER. With regard to the discharge of the boys?

Mr. GODWIN. Yes, sir.

Mr. TOWNER. I suppose naturally that a boy in the hospital is anxious to get out?

Mr. GODWIN. Yes, sir; they are.

Mr. TOWNER. And would complain bitterly because he was not allowed to get out?

Mr. GODWIN. Yes, sir.

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Mr. TOWNER. And perhaps think that the doctors were keeping him there when he should not be there?

Mr. GODWIN. It was the general talk among the men, Mr. Chairman, that they were being held there in order that the officers might hold their jobs with the Government, when, as a matter of fact, nearly every one was more anxious to go home than the men were.

Mr. TOWNER. I see. You think that charge was a natural one, psychological, and, as a matter of fact, was not well founded?

Mr. GODWIN. Yes, sir.

Mr. TOWNER. You may proceed with your statement.

Mr. GODWIN. I found the same condition largely existing among the nurses and the aides that existed among the surgeons and the doctors. They were earnest, faithful, and conscientious, and I should like to say here that anything that is being done for the men in uniform ought to be done for the nurses; I think they are a magnificent body of women.

There are some few faultfinders at Fort Riley. One, Pat Short, had a little rheumatism in one knee and he complained bitterly about everything. Another one, John L. Allen, had his neck broken and his head carried in a plaster paris cast, was the brightest sunshiniest, happiest man you ever wanted to see. I could not but contrast those two men. Having left Pat, with a little rheumatism in one knee, less than 50 yards up the road, I met Allen, and I said, "How are you coming?" He said, "All right; everything is fine, Mr. Godwin, my country and my God are on my side." Just the difference between the two men. His head was held just so [indicating] in a plaster paris cast.

The work in connection with the educational service at Fort Riley was satisfactory. The men were directed to read up on the subjects that they might possibly think they would be interested in, while in their wards and being treated. Books were carried to them by the aides and instructions were given to them in agriculture and engineering, law, and all of those courses. I found one Lieut. Fry, a splendid fellow, who was convalescing, a college man, who had been 18 years in business, a thorough railroad engineer. Some of the boys studying steam engineering were not altogether satisfied with the work they were getting from the educational service there, and I asked permission of Maj. Berry, which he granted, to let Lieut. Fry aid, and he soon had a class of boys whose noses were in the books all the time. He had gotten them interested very greatly. I am sorry to have lost trace of Lieut. Fry, because I think he needs the assistance of the Federal board or the Government at any rate.

The men at Fort Riley were certainly treated well, and in the main appreciated the treatment, except for the fact that they wanted to go home. Everything that was said in Washington and elsewhere about hurrying the boys home they read apparently with avidity, forgetting the fact that professional judgment in the matter of a man's health ought to supersede anything that might be said a thousand miles away.

For instance, in the St. Louis office just the other day a man came in who had tuberculosis. He had been six or seven months in a sanitarium. He thought he was cured and insisted upon returning home, and since he had been home he had had a violent hemorrhage.

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I said to him, "The thing for you to do is to hurry back to the sanitarium." He admitted that his treatment had been very beneficial to him, but he said, "No; I am going to fight it out a while." "Take the advice of the doctor and go back," I said. That is the feeling of the men. They want to have their own way in many cases; they should have it most of the time. I stayed at Fort Riley until two or three days of the evacuation of the hospital.

I will give you an instance, with your permission, of Walter Minor, who is the man who has to be wheeled about in a chair. One Sunday evening I said, "Walter, let us go to the picture show?" It was not half a mile over to the Red Cross, where they were going to have the picture show. He said, "They will not let me go." I got permission of the nurse and wheeled him over to the picture show, and we had a good time. That is just a sample of the way the men were treated at Fort Riley.

I was sent to Liberal, Kans., to look after some men. One man came in to see me and he apologized for its being about 8 o'clock in the evening. I said, "That is all right, come in any time of the day or night." Then, a man came in at 11 o'clock. I was leaving at 3 o'clock in the morning. I had already retired, but I had him come in, and after he finished he thanked me very greatly for permitting him to disturb my rest. So far as I could find out that is the attitude of the men with whom I have come in contact.

I was then detailed to Fort Des Moines, under Col Jeuneman, who is in command; and, like Col. Peed, he said, "If there is anything you want, ask for it." I talked to the men at the Y. M. C. A. and the Knights of Columbus shows, and I talked with the nurses: I went into the wards and met the men and talked with them on the parade ground, when I was not otherwise busy, and discussed with them their futures and found some men who were badly mangled, one or two who showed a very ugly disposition toward the Government. I talked with them frequently and finally they admitted that they had had a wrong vision and said that they would change their attitude.

It must be borne in mind that a large majority of the men with whom we come in contact have been men of the lower educational qualifications and, unfortunately, it seems that as many as 75 per cent have had less than a fifth-grade education and a great many of them had no education whatever until they got into the Army and had been taught to write their names and possibly read a little. That class of man has been a very difficult class with which to deal. They are suspicious; they have the natural element of rebellion in them, and rebelled against the Army discipline which they had to undergo, and in a great many cases they feel that somebody is trying to put something over on them all the time. It has been a difficult thing to meet the man who feel that way—not all of them feel that way, but a good percentage; it is a difficult thing to meet men with that feeling and overcome it and turn it around into one of admiration.

For instance, just a few days ago a gentleman came into the office at Kansas City. He was very ugly at first. He said, "I have been discharged seven months and I have had nothing done." I said, "Wait a minute and let me get your file. How many letters have

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you had from the board from St. Louis and Kansas City offices?" He said, "Oh, I do not know how many." I said, "How many have you replied to?" He said, "I did not reply; it was not worth while." Then I lectured him a little on the ordinary courtesy if he should receive a letter. I said, "You have been discharged seven months, and you have had seven or eight letters written to you by the Kansas City and St. Louis offices, and you live within 20 miles of Kansas City and yet have not replied to any of them. It is your fault and not ours."

I lectured him along that line. Then he wanted to know whether, if he took the training he would have to be under military discipline. I said, "I am very sorry to tell you that you do not." Then I lectured him a little along that line of obedience to authority. Then he wanted to know if he would have to wear the uniform, and I said that it was the greatest badge of honor that could be worn, and I am sorry to say that you do not have to wear the uniform when in training. When a man speaks against the uniform in my presence he is talking against my country, and you must pardon me if I get a little bit enthusiastic about what I am going to say to you. When we got through he came over and slapped me on the shoulder and said, "I am glad that I came to see you." Some time later he ran in almost breathless and said, "I came to town, and I came to see you and to thank you for what you have done for me." That is the attitude.

Mr. TOWNER. Did he accept training?

Mr. GODWIN. Yes, sir; in the Agricultural College of Missouri.

Mr. TOWNER. Out of every 100 men, I suppose, there is a certain proportion of natural growlers and ingrates?

Mr. GODWIN. Yes, sir.

Mr. TOWNER. Under normal conditions, as we say, there is a certain proportion of those who are dissatisfied with whatever conditions exist. As I understand your testimony, you say that the proportion of these dissatisfied persons among the boys who would be subject to training would be greater than the normal proportion?

Mr. GODWIN. I think so; slightly.

Mr. TOWNER. Those men have to be given special consideration in order to make them at all agreeable to the conditions?

Mr. GODWIN. Yes, sir.

Mr. TOWNER. It is your experience that those who deal with the men at these offices and in the hospitals were considerate to them or did they seem to be offended at their attitude?

Mr. GODWIN. I have never heard a grouchy conversation among the men connected with the Federal board about any of the men. I have never heard of but one case; that was my own. I ran across one of the conscientious objectors and I did not spare him much. I left him. I was in a bad temper.

Mr. TOWNER. Is there any further statement that you desire to make?

Mr. GODWIN. I have one or two brief communications that I received, one from Nic Rene Wilhemly, whom I met at Fort Des Moines, dated November 29, 1919, from 6100 Watermen Avenue, St. Louis, Mo.

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6100 WATERMEN AVENUE, ST. LOUIS, MO.,
November 29, 1919.

Mr. W. M. GODWIN,
St. Louis, Mo.

DEAR MR. GODWIN: Perhaps you remember the writer's case and perhaps you also remember his pessimistic attitude at the time when you made out his papers at Fort Des Moines, in regard toward the future board and the training he was desiring.

I have been here in St. Louis since November 20. The Federal board had me assigned to the Washington University in behalf of my course for South American trade, and I had my assignment within one week after my discharge October 14. Duck hunting and in consequence an attack of bronchitis prevented me from being here sooner.

But what I wanted to say to you, Mr. Godwin, is in regard to your view of *my* case. I can not express the gratitude I feel for you, and I feel myself very much indebted to you, indeed, for I am confident that solely your efforts brought about the training I have been aspiring for.

Your predecessor had me pretty nearly discouraged with his line of civil service he was offering me as substitute to my wishes, to the extent that I had quite preparatory training, and your humanly interest in us boys gave me confidence again in the board.

So I wish to apologize for the prejudice I was nursing against the board at the time, and again I wish to thank you from the bottom of my heart for the genuine interest and enthusiasm with which you took up my case. My hope is to again meet you personally some day and thank you personally. In the meantime I wish to remain your friend.

NIC RENE WILHELMY.

As to my trip to St. Joseph, Mo., after I went to Kansas City, we had a man in training, Mr. Raymond L. Bearer. He was in placement training. He had been for two or three years in a printing office and was put in a printing establishment, but under the rules of the union they were not entitled to pay him. So, when I went to St. Joseph—I had been there two or three times—he came to see me. He was very much depressed, had only $10 in money, had married since being discharged, he was out of employment, and there was nothing that he could do. He was very much depressed. He began to tell me about his wife and her condition, and tears began to roll down his face. I said, "You must quit crying or you will get me crying." He said, "I have only $10." I said, "What is the Red Cross for, if it is not to fall back on in such a time? They have $35,000,000 subscribed by the American people." The Red Cross promptly loaned him $50, when he asked for $20, and I said, "I will take a long shot at you, Raymond. I do not know whether my action will be ratified by the board or not, but I will put you in school to-day. You had five months in a commercial college before you entered the service. Would you like to complete your commercial course?" He said that it would delight him. I called up Mr. Platt, of one of the schools at St. Joseph, and explained the situation: told him that I was assuming no responsibility for the board, but that if he would take him, pending the ratification of my action by the board at St. Louis, I would send him up to be enrolled. He told me to send him up and he was enrolled. Here is a letter from him to me addressed at Kansas City, dated St. Joseph, Mo., December 6, 1919:

ST. JOSEPH, MO., *December 6, 1919.*

Mr. W. M. GODWIN,
411-412 Massachusetts Building, Kansas City, Mo.

MY DEAR SIR: It is with the greatest of pleasure that I take in writing this letter, trying to express my thanks that are due you for being so kind

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as to take the responsibility of placing me in training, and I am sure that I will get along fine.

Now, really, I am so proud of the kindness that you and the Red Cross people did for me that I can not find words enough to express my gratitude, only that I appreciate it most immensely.

So, thanking you again for your kindness, I am,

Very faithfully, yours, RAYMOND L. BEARER.

My action was promptly ratified by wire by the St. Louis board and the young man is in training and is doing finely. The men do come to us at Kansas City frequently and when they go into the hospitals we visit them and find that the work is satisfactory and that they seem to appreciate it. The four men that are in the Kansas City office, with whom I have been intimately associated since the middle of October, I think they all feel like I do toward the men, and the members in the St. Louis office. We have to bow to the decision of the medical officers about the health condition of the men. I have in past times had controversies with the doctors, but they know more about the physical condition than I do. I feel when a man comes to me that I am placed in the attitude almost of his guardian until I can get him landed in section 2 training, and I lose no opportunity in acting upon the theory that it is my business to put the man in training if he will accept it.

A great many refuse to accept training. Some because of their home relations. A young man lives in my own town. He was in France. I was chairman of the home service section of the Red Cross. His mother came to me almost three times a week trying to find out why her boy did not write her every day. He was discharged in December, 1918, and came home. Before I had anything to do with the Federal board I urged him to accept the training. His mother objected, she as well as the boy. I went to his home some few weeks ago. He lost his voice, having been gassed. His mother was willing for him to apply for compensation if it did not require that he go to some hospital somewhere to be treated, but would not give her consent to have him sent to Columbia, Mo., to take a course in agriculture, because he had enough money coming to him under the Sweet bill to make a payment on the little farm which he expected to buy. I had to kidnap the boy, take him to my house, and get him to fill out his papers for compensation, but he absolutely refused to let me survey him preparatory to entering upon training, because his mother objected.

Mr. TOWNER. What has been your experience in regard to the delays in final action in determining whether or not the boy was qualified or entitled to training?

Mr. GODWIN. There have been some delays, especially since I have been in the Kansas City office. When I was at the hospitals we had all the papers at hand. We send out a letter asking him to bring all the papers relative to his service, his discharge, compensation and proposed training under the Federal board. The man will frequently appear with that letter and that letter only. Then, he has to go back and we will give him an envelope already addressed to put his discharge paper in, his certificate of discharge or his notice that compensation has been granted him, and sometimes it will be weeks before we get that, although the letter is put in his hand that we can not proceed without getting those papers. Yet he will some-

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times keep those things in his pocket a week or two or three weeks before he returns them. Of course, we can do nothing until then.

Another thing that has been recalled to me, in the Kansas City office we have had only one stenographer for four men. We could not get any more stenographers or we would have had them, because stenographers get more than we are allowed by the Federal board to pay them. Recently we got a substitute stenographer who is very hard of hearing. We have done the best we could. We went through the files then while we had her the two or three weeks and got up the work generally. There were some cases held in the files because we did not have the physical force to go through the files. Some cases have been delayed on that account.

Mr. TOWNER. Were these conditions reported to the board here in Washington?

Mr. GODWIN. Yes, sir; they were reported to the St. Louis office.

Mr. TOWNER. Kansas City is a branch of the St. Louis office?

Mr. GODWIN. Yes, sir.

Mr. TOWNER. What reply was made by the St. Louis office to that request?

Mr. GODWIN. About getting a stenographer?

Mr. TOWNER. Yes, sir.

Mr. GODWIN. To get one if we could under the allowance of $100 a month.

Mr. TOWNER. And you could not get a stenographer in Kansas City competent for $100 a month?

Mr. GODWIN. No, sir.

Mr. TOWNER. What is the prevailing rate there?

Mr. GODWIN. From $125 up.

Mr. BURROUGHS. I should like to ask you just one or two questions. You are a vocational adviser?

Mr. GODWIN. Yes, sir.

Mr. BURROUGHS. What would you say would be on an average the proportion of the total number of cases surveyed in any given district by a vocational adviser that would be recommended for training by the case board? Is there any percentage that you would expect to find?

Mr. GODWIN. This is a guess; at least 80 per cent.

Mr. BURROUGHS. At least 80 per cent of the total number surveyed?

Mr. GODWIN. Yes, sir.

Mr. BURROUGHS. Should be recommended for either section 2 or section 3 training?

Mr. GODWIN. Yes, sir.

Mr. BURROUGHS. Do you think anything like that prevails in your district—No. 9?

Mr. GODWIN. Well, sir, I do not know. The figures could be obtained. They have not been yet, for the reason that the medical authorities had not completed the rating of the papers.

Mr. BURROUGHS. I have here a copy of the Vocational Summary which states on its face that it is published monthly by the Federal Board for Vocational Education. This is volume 2, No. 5. It is the September, 1919, issue. On pages 92 and 93 of this Summary appears what purports to be Federal board registration of disabled

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men for vocational training and placement—a summary statement of progress of cases by rehabilitation districts by periods to August 23, 1919. I find, according to this table, that to date—March 15, 1919, in district No. 9 there were 2,099 cases surveyed by the educational adviser, and I find that to date—March 15, 1919—there were 302 cases actually recommended for training by the case board in the same district.

Mr. GODWIN. That was March, 1919?

Mr. BURROUGHS. To date—March 15, 1919.

Mr. GODWIN. I see.

Mr. BURROUGHS. Then to date—April 26, 1919—I find there were a total of 6,033 cases surveyed by the vocational adviser in that district, and to date—April 26, 1919—there was a total of 668 cases actually recommended for training by the case board.

To date—May 24, 1919—there were 7,244 cases surveyed by the vocational adviser, and to date—May 24, 1919—there were 1,067 cases recommended for training by the case board.

To date—June 28, 1919—there were 9,484 cases surveyed by the vocational adviser, and on the same date there were 1,682 cases recommended for training by the case board.

To date—July 26, 1919—the total surveyed by the vocational adviser was 11,204, and on the same date the total recommended for training by the case-board was 1,891.

To date, August 23, 1919, the total surveyed by the vocational adviser was 13,154, and on the same date the total number recommended for training by the case board was 2,078.

If my mathematics is correct and I have reckoned it correctly, it is about one-seventh instead of being 80 per cent.

Mr. GODWIN. Your question was how many would be eligible, as I understood it, sir?

Mr. BURROUGHS. I intended to ask how many of those actually surveyed for training would be actually recommended for training later by the case board.

Mr. GODWIN. That is what I thought your question was and I answered it that way.

Mr. BURROUGHS. That is just what this is.

Mr. GODWIN. The figures you have there were a year ago?

Mr. BURROUGHS. Yes, sir.

Mr. GODWIN. The board has been catching up since then.

Mr. BURROUGHS. You think that the figures to-day would show an altogether different percentage?

Mr. GODWIN. It is merely a guess, but I think there would be a very material increase of the percentage.

Mr. BURROUGHS. You think it would be around 75 or 80 per cent?

Mr. GODWIN. I am offering an opinion. I think that the men in the district office at St. Louis are using every effort, because they work night shifts there and the men do not quit when the hour comes to quit.

Mr. BURROUGHS. There would not, to your mind, be any reason, if the office was working on a proper standard of efficiency, why that total of surveyed cases of 13,154 as on August 23, 1919, there should actually be recommended for training by the case board only 2,078?

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Mr. GODWIN. I think that might very well be the condition under the most favorable circumstances that existed at that time. I think that is no mark of lack of efficiency.

Mr. BURROUGHS. How do you account for it?

Mr. GODWIN. By the simple fact that owing to the status of the officers and the men relative to the law governing the Federal board the cases could not be decided instantly.

Mr. BURROUGHS. That is subsequent to July 11 and you were not tied up by complications with the War Risk Insurance Bureau at that time? That was in August. I guess perhaps some of these were before that date.

Mr. GODWIN. Yes, sir.

Mr. BURROUGHS. And that might account for some of it?

Mr. GODWIN. Yes, sir.

Mr. BURROUGHS. You think if the figures could be obtained for the present time that they would make an altogether better showing than this?

Mr. GODWIN. Yes, sir; that is my opinion.

Mr. BURROUGHS. That is all.

Mr. ROBSION. Pursuing that thought a little further, Mr. Godwin, I believe from the statement read by a member of the committee who was just questioning you it appeared that there had been contact established with 6,033 cases in April, 1919, and you say that 80 per cent of those, in your opinion, would be entitled to one training or the other?

Mr. GODWIN. Finally; yes, sir.

Mr. ROBSION. That would be more than 4,800 of the 6,000 that would receive a favorable report—that is, a decision for one training or the other—but it appears that up until August, 1919, only 2,078 cases had been passed upon favorably, and that would leave 2,800 which had been pending for at least four months and had not been passed upon?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. How would you account for a delay like that?

Mr. GODWIN. I am not in a position to know those things. Do you want my opinion?

Mr. ROBSION. If you do not know, the shortest answer would be that you do not know.

Mr. GODWIN. I have an opinion.

Mr. ROBSION. You need not give me that now. I did not ask for that.

Mr. GODWIN. No, sir.

Mr. ROBSION. You do not know of the conditions in New York or Philadelphia?

Mr. GODWIN. No, sir.

Mr. ROBSION. You say at the places you were they called you "Dad"?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. If they called you "Dad" generally, you are a good fellow. I can say that for the record. People never make a mistake like that in calling a fellow "Dad."

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I was very much interested in some of the special cases which you mentioned. You seem to realize that early action was of the greatest importance to the soldier.

Mr. GODWIN. In every kind of an enterprise, sir.

Mr. ROBSION. But in this enterprise you had two very great impelling motives, one a business proposition?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. And the other a human proposition?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. The soldier was in the attitude that delay would mean loss and defeat of the very purpose of the law, was he not?

Mr. GODWIN. Yes, sir; I felt that way. It would at least produce an unpleasant feeling of mind on the soldier.

Mr. ROBSION. Do you think much about your salary while in this work?

Mr. GODWIN. No; I do not. I had been working ever since the war began for the Government, and I had pretty nearly lost sight of that.

Mr. ROBSION. A fellow to be successful in this work must not have that as his aim?

Mr. GODWIN. No. If I had, I should not have entered the service at all. I was making more money than my salary amounts to.

Mr. ROBSION. You spoke of the young man with the wife, depressed in both body and mind and who was fast losing any hope and ambition?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. And by acting right then you likely saved that young fellow?

Mr. GODWIN. He feels that way about it. That is only one of a number of cases that I could have cited; I did not want to burden the record.

Mr. ROBSION. You are in charge of the Kansas City office?

Mr. GODWIN. No; I am the vocational adviser there.

Mr. ROBSION. Who is in charge?

Mr. GODWIN. Mr. G. W. Kirk is in charge of the office there.

Mr. ROBSION. Is he here?

Mr. GODWIN. No, sir.

Mr. ROBSION. Do you know why he did not come?

Mr. GODWIN. He was not directed to come.

Mr. ROBSION. Have there been any complaints to the Kansas City office about delays?

Mr. GODWIN. Why, certainly.

Mr. ROBSION. How many men have been handled through that office, about?

Mr. GODWIN. I have not kept a record; it would be a guess.

Mr. ROBSION. I should like to have you guess.

Mr. GODWIN. I would say, since I have been there, October 20, up to this time, that I have averaged three new cases a day.

Mr. ROBSION. You have?

Mr. GODWIN. Yes, sir. I am the man who makes the first contact with the man after he is discharged.

Mr. ROBSION. That would represent the increase to that branch office, three cases a day?

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which had been referred to this office. I wrote him four days after it had been referred here. I got that case out of the files and find that two days before I got his letter approval had been given and the boy started into training.

In connection with this tuition of $500 we have given the New York office a certain definite list of schools where the tuition is at a higher rate than $500 a year, where those men would be placed without leaving them to the central office. For instance, the West Side Y. M. C. A. school in automechanics, where the tuition rate is $50 a month, which is more than the rate of $500 a year, although for the total length of time that the man is in training it does not amount to $500. They have authority to place a man there, and they have authority to place men in training in a number of institutions there where the tuition rate is more than $500.

Mr. Burroughs raised the question as to the rate of—what university was it?

Mr. BURROUGHS. Alfred.

Mr. LAMKIN. I have not had an opportunity to look it up, but I should not think that the rate was more than $500 a year there. If it is more than $500 a year I see no reason why this same privilege should not be extended to the New York office to put a man in training there; but the difficulty, Mr. Chairman, as you will understand when you get into the administration of it, is that here is a fellow who comes and asks for a course—let me give this specific example: We had a young man who came and asked for a course in a special school in New York. His injury was a slight hernia, for which the doctor stated they would not operate; that operation was not necessary, but he could be cured by the wearing of a truss; and he asked the approval of his course at a tuition which was $700 a year. The general history of such schools is that they are not worth the $700, and we believed that it would be better to keep our hands on expenditures in excess of a reasonable amount.

In the districts, the next officer I would like to speak of is the chief clerk of the district office. The chief clerk of the district office performs the same functions that any Government property agent does. He has charge of the property of the Government in the office. He also has charge of employing the personnel, the clerical personnel. Through the office goes the payment to the soldiers. Our disbursing officer issues the checks which are payable to the soldiers twice a month. Since last December, I am confident that I am correct when I say that the checks for the men in training have always left Washington before the 15th and the 30th of the month. I think, too, you will find that the Federal Board for Vocational Education is the only Government agency that is paying its beneficiaries, outside of the District of Columbia, more than once a month. The Bureau of War Risk Insurance, of course, pays its beneficiaries once a month; the Pension Department pays the pensioners once a month—or is it once a quarter?

Mr. TOWNER. Once every three months.

Mr. LAMKIN. We are paying our boys once every 15 days. I might say to you that that was one of the first things that I directed my attention to when I got here—that the boys might get their money on time. That does not mean that they get their money on the 1st

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and 16th of the month. In some districts the money is delivered to them on the 5th and 20th; in some districts on the 3d and 18th. It depends on when it can get out; but the point is that we are trying to get the money to the districts so that they can establish definite pay days, and the boys will understand what that definite pay day is. The checks are sent to the district. Some Congressmen have asked why it was that checks were not sent directly to the men. It is not necessary for me to answer that.

You had the case of young Dunstall, who was here on the stand and testified that he had not received a payment from the Bureau of War Risk Insurance nor from the Federal board since his discharge from the hospital; and inquiry from the bureau, which I will file a little later, developed the fact that his checks had gone regularly to the address which he gave, which was in Toronto, Canada; and the check for him, which was due from the Federal Board for Vocational Education, and amounting, as I recall it, to $66 and some odd cents, was then waiting for him at the place where the board knew where he was.

The district office, when it puts a man in training, has authority to change a man from one institution to another, from one course to another, from an institution to training on the job, from training on job to training on another job, from training on the job to an institution. It has authority to change the course and regulate it, without reference to the central office, and it knows where a man is; and consequently we send the checks to the district offices to be distributed to the men; and, as I said earlier, we have not established disbursing offices in the districts because of the fact that the overhead did not justify it. The salary which we can pay for that work will not get men who know Government regulations so that we could entrust them with the payment of money. I might say to you, however, that we appointed a disbursing officer for the two districts west of the Rocky Mountains, and as soon as the Treasury Department approves his bond we will have him disburse the money of the soldiers in training west of the Rocky Mountains.

The chief clerk, therefore, handles the payment of the soldiers in the districts, and he has charge of the preparation and submission to this office of vouchers for all bills.

In that connection I would like to say now, Mr. Chairman, that this is the first time that this class of payments has ever been called upon to be paid by the Treasury Department. We have 30,000 boys scattered over 48 States, 1,300 different institutions, 2,600 different industrial establishments, and each one of them has to have a certain amount of supplies and equipment, and the matter of formulating regulations which will conform to the Treasury requirements for the payment of money has been one of the most difficult problems of administration. I understand that there have been some acts of Congress which have allowed the Treasury to pay bills which were certified as mathematically correct. That would be easily done. I do not know. That is a matter which we should like to have authority to make a little fuller investigation of and report to the committee, because I believe that you want and Congress wants to do everything that can be done to expedite the work and at the same time be fair to the man and fair to the Government.

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There are two other persons who are not exactly on the staff of the districts, but who are so closely related to the staff that I would like to describe to you their functions. In the first place, there is what we call the coordinator. You understand that in many of these institutions established particularly for the training of men of elementary grade we have had to try out the boys to see what kind of training they could take, or what kind they wanted. We placed a full-time employee of the board in charge of those institutions, and a man who we call a coordinator, who is supposed to be very close in touch with the men, follow them up very carefully and see that they get what the Government is paying for and to advise with them as to any change of course that may be necessary.

There is another class of men who are stationed at the various institutions, usually a member of the faculty of the colleges. That man is called a counselor. They are paid anywhere from a dollar to $100 a year. None of them is paid more than $100 and none of them is paid less than $1. The reason for paying the $1, of course, is in order that we can call them into conference, if necessary. When they are paid $50 or $100 it is for the purpose of providing the necessary clerical assistance which they have to have. The counselor is the friend of the boys in the school. We usually send the boys direct to the counselor. If he has any difficulty in making a claim for dependency, for instance—and, of course, the question of dependency is an uncertain thing, because a lot of the boys are getting married or having additions to their families—but if there is any question about making out the claim for dependency, or things of that kind, the boy takes it up with the counselor. If he wants to change his course, he consults with the counselor. We have at each of the institutions where we have men in training a counselor, but we have not put coordinators where we do not have at least 100 men in training. If we have 50 or 75 men in training, we have sometimes named a coordinator for two institutions, to spend half his time at each. A coordinator is a full-time employee of the board. A counselor is not a full-time employee of the board.

Mr. ROBSION. What does the coordinator get?

Mr. LAMKIN. He gets anywhere, Mr. Chairman, from $1,800 to $2,400. I can not answer definitely. We take into consideration the place where he is living. In other words, a coordinator can live a good deal more cheaply at Ames, Iowa, or Starkville, Miss., at the agricultural colleges there than he can in the city of New York. I remember that Mr. Nelson, who is our coordinator at the David Rankin School in St. Louis, was paid $2,000.

I have spoken of the branch offices and of the district offices. We have about 98 of them, I believe, 78 of which we have in definite quarters, and about 20 where we have no rented quarters, or quarters that are given to us. You understand that in a number of these branch offices we have rooms either rented to us by the Red Cross or by the city officers, or by the county officials, or by some one of that kind. Of course, in the larger places the demand for office space is increasing so rapidly now that we are having to change our quarters in some of them.

The employees in these branch offices run from one person to probably 20 or 25 in the larger branch offices, such as Detroit, Los Angeles, Cleveland, and some other of the larger offices.

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I have spoken to you about the desire to decentralize the central office in the matter of auditing and disbursing, or accounting, I should say, of the disbursing offices. The central office is maintained as a supervising agency. It reaches the districts through the personal visits of the field organizer and the chief of the division when he can get away from Washington. I may say, in passing, that I have been in 8 of the 14 district offices, and if it had not been for being asked to remain or expected to remain here in Washington I would have visited three or four of them during the past 30 days, three or four which I had not yet seen.

It also keeps in touch by personal visits from the members of the advisement and training staffs, and of the Placement Section. These men go out to consult with the various districts officers with regard to the work of the boys.

We also keep in touch with the district offices through the medium of what we call miscellaneous 150, revised, and information and instruction. I am not going to ask that these be included in the record, Mr. Chairman. I think there is nothing in them that is objectionable to being printed, but I know it will not justify the printing. Of course, some of our friends have stated that these compose 1,500 different instructions. As a matter of fact, I think there are 351 different sections instead of 1,500. The sections are numbered from 1 to 100. For instance, the article concerning training pay for the men in training is the 700 group, and in that there are 14 sections, numbered from 700 to 714. The next one is from 800 to 889, but that pertains to the Government regulations regarding expenditures, what are proper charges against the Government, and things of that kind.

Criticism was made here by one employee of the board who stated that these were not furnished to all of the employees of the board. Seven copies of this miscellaneous 150, revised, have been furnished to each one of the districts. They are for the use of the section heads and for constant reference in the sections. They are there, and if anybody in the departments wants to consult them they can be consulted.

The same thing can be said of the instruction letters and the information letters which are sent out in sufficient quantities to supply the persons who need them, but we have not thought it necessary to duplicate a larger number, Mr. Chairman, than was absolutely needed in the several offices. So if I can file those with the chairman for any reference you care to make of them I shall be very glad to do so.

Mr. TOWNER. Let the record show that they are filed without printing.

Mr. LAMKIN. As I say, I prefer that some of those be filed, and not be printed. You can do as you please about it, Mr. Chairman. The ones to which I refer are the ones which give information concerning certain schools. That is in the nature more or less of a confidential communication, but the details of the board concerning schools which have been approved we have not regarded as being necessary for public distribution.

I would like to make this statement in connection with the filing of those documents. On October 20, 1919, the following letter was sent from the chief to all the district vocational offices regarding procedure. I shall not ask permission to put all of that letter in the

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record, unless you insist, Mr. Chairman, but there are three paragraphs from it which I would like to read which pertain to that:

2. This letter is written for the purpose of laying down definite principles and should be considered as official.

3. In the first place, the chief wishes it distinctly understood that all procedure is set up for the purpose of expediting business, not for delaying. That no letter of instructions sent out by this office is to be followed blindly, except in the matter of observing certain definite forms and the keeping of certain definite records upon which depends the legality, as well as the wisdom, of our acts. But no "procedure" sent out from here is intended to interfere with the initiative of the district vocational officers, nor to in any way restrict his authority.

9. In the above (that is the general statement), central office will insist on only two things:

1. That the fewest possible number of men be used on your case conference.

2. That a man's application will be "case boarded" but once so far as the internal case board is concerned.

12. The chief also wishes to call the attention of the district vocational officers to the fact that there must be no duplication of records in the district offices if it can be prevented.

13. Again assuring you of the desire of the central office to give you all the support possible, and of their unwillingness to hamper you by unnecessary instructions, I am,

Yours, very truly,

MEL W. LAMKIN,
Chief Division Rehabilitation.

I think that may give you some information as to whether or not the central office is representing the board more and more in the districts. That letter is dated October 20, 1919.

Mr. ROBSION. Signed by yourself?

Mr. LAMKIN. Yes; signed by myself as chief of the Division of Rehabilitation.

In regard to the employment of personnel, the question has been asked by you gentlemen here as to who was responsible for the appointment of personnel and the employment of personnel. I have answered it, but I am glad to answer it again, and that is that all the personnel is under civil-service regulations. In the first place, a man is appointed—or up until this last order came, a man would submit his qualifications and be appointed subject to civil-service requirements—subject to civil-service qualifications. That was the appointment which I got. I got it dated along some time in January, 1919. I had to take an examination for district vocational officer in February. I took it on February 4, 1919, and passed, getting the wonderfully high grade of 70 per cent, I think it was. The civil-service requirements provide that all of these positions with the board can be filled from its certificate, or by transfer or promotion—in one of these three ways. Every staff officer in the central office is under the civil-service regulations.

I think it may be well for me to make this statement now, if you do not object, Mr. Chairman. The question is raised as to the civil-service status of the district vocational officer in New York, Mr. Clark. I shall be glad to submit this statement:

UNITED STATES CIVIL SERVICE COMMISSION,
Washington, D. C., April 13, 1920.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C.

GENTLEMEN: Referring to the verbal inquiry of to-day by the chief clerk of your board, you are informed that there are at this time available for certi-

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fication to the board seven eligibles for district vocational officer. Only one of these eligibles is a resident of the second district, his name and address being Eugene H. Meyer, 149 Fabyan Place, Newark, N. J. Mr. Meyer was selected from certificate 470 for placement officer.

By direction of the commission.

Very respectfully,

MARTIN A. MORRISON,
President.

I should also like to introduce a copy of the "Civil Service Act Rules, amended to January 1, 1918, rule 8, page 54, Temporary appointment," which provides that where a register is not certified containing at least three eligibles, the appointing officer has the right to name some one for temporary appointment not on the register.

(The matter referred to is as follows:)

CIVIL-SERVICE ACT RULES, STATUTES, AND EXECUTIVE ORDERS.

[Amended to Jan. 1, 1918. Rule VIII. Temporary appointment. P. 54.]

PAR. 3. When there is at least one eligible and not more than two eligibles on a register for any grade in which a vacancy exists, the commission shall, upon requisition from the proper appointing officer, certify the name of the one eligible or the names of the two eligibles, which shall be considered by the appointing officer with a view to probational appointment; and if the appointing officer shall elect not to make probational appointment from such certificate of less than three names, then, if temporary appointment is required, it shall be made from such certificate unless reasons satisfactory to the commission are given why such appointment should not be made. Such temporary appointment may continue until three eligibles are provided. If selection is not made from the certificate for either probational or temporary appointment under the provisions of this section, then temporary appointment, if required, may be made under the provisions of section 2 of this rule.

I should also like to state that of the seven eligibles referred to as being eligible for the position of district vocational officer, one is in the service of the board as training assistant, five of them declined——

Mr. BURROUGHS. Declined appointment?

Mr. LAMKIN. Yes, sir; for one reason or another. For instance, Mr. McCartney, whom I know very well, stated that he would not accept an appointment. Mr. Charles M. Pritchard has written stating that he would be glad to be considered for appointment, but does not care to accept temporary appointment unless a very attractive one. You understand that all of our appointments run to the 30th of June, the end of the fiscal year. Of course, as far as I am concerned, if I make good, I have no doubt I will be continued as long as it is necessary to keep men in the service, but you can not get everybody to see it that way.

Mr. Oscar H. Lipps was in the Indian Office, and Secretary Lane reported the transfer could not be approved when Mr. Lipps asked if he could consider a position with the board.

Mr. Price stated he would consider it if he were given $4,000 a year. Mr. Ford was offered a position, and declined. Mr. Whyte is now with the board in District No. 11, which is in Denver.

I may also state, Mr. Chairman, while I am discussing the question of civil service, that from July 18, 1919, to April 15, 1920, there were 531 men certified by the Civil Service Commission as eligible for staff positions on the board. Of these, 329 of them were employed

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by the board as temporary employees, pending the certification of the Civil Service Commission; that is 62 per cent. Of those 62 per cent, 286 remained, 826 resigned prior to certification, and 17 were transferred to the United States Public Health Service. We offered positions to 42 others who were not previously employed by the board, or 8 per cent, and they accepted. Eighty-four persons, or 16 per cent of those certified, declined to accept the position offered by the board, for the following reasons: 23 gave no reason; 1 declined on account of illness; 10 declined because they could not leave their present position; 7 declined because they had secured more profitable employment elsewhere; 36 refused to accept the salary offered; and 7 could not be located. We rejected 23 persons, or 4 per cent, because we did not believe they had the proper qualifications for the work. We have 53 men, or 10 per cent, of those who have been certified whose final action is still awaited by the board.

From the above it will be noted that only 328 men, or 62 per cent of the men certified by the Civil Service Commission, accepted or remained in the employ of the board. Of this group, only 42, or 8 per cent, were new employees.

In regard to the clerical personnel in the districts, the district vocational officer, subject to the limitations which have been set by the central office as to the amount of salaries which they may pay, chooses his personnel from the civil-service certifications of those on the regular register. There is in preparation now a revised table of organization based on the experience of the last six months, and I want to say to you that we expect to give the district vocational officers ample clerical assistance to do the job. We expect to hold them responsible for it, and ask them to use every business economy to keep the overhead expenses down. But with the exception of meeting the civil-service regulations in the district in which the office is located we give them absolute authority over the appointment, and not only the appointment but the discharge, the separation from the service, of all clerical appointees.

Of course, I think the time is not here and will not come when the chief of the division will not exercise his authority over the districts when he thinks it is necessary, and I believe you will agree that that is sound administration.

On the question of decentralization, I repeat what Mr. Munroe said this morning that there is no department of the Government at the present time that is decentralized to the extent that the Federal Board for Vocational Education is, when you take into consideration the necessity for maintaining uniform standards all over the country. That has not always been true.

I would like, in passing, to just call the attention of this committee to the fact that there were five former employees who testified before this committee. One of them, Mr. Charles H. Winslow, resigned on the 1st of October; one, Mr. George B. McGovern, on the 1st of August, 1919; Mr. F. G. Wadsworth, on October 1, 1919, but had taken his leave prior to that time, if I recollect correctly; Mr. Arthur W. Griffin, on October 10, but, according to his testimony on page 553, he states he did not know of the workings of the board since the 1st of August when he resigned. Dr. Thomas H. Buckler, on May 1, who stated that he did not know of the work-

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ings of the board since that time. See pages 631, 633, and 643 of the testimony.

I might also state with regard to all persons who are not former employees of the board that the majority of the information—and I shall discuss it when I come to it—is taken from the views as they got them prior to the 1st of October, 1919.

It is necessary to maintain uniform standards. Mr. McMurtrie, for instance, compared our work with that of the American Red Cross. The American Red Cross is an organization which is not bound by the regulations of anybody except the American Red Cross. It is a wonderful organization, but the Federal Board for Vocational Education is not only bound by its own regualtions, but by the regulations of the Treasury Department, which we must accept. For instance, a few days ago—I think I spoke of this informally to some members of the committee; it is merely a little thing, but it shows some of the things we have had to deal with—a few days ago we had a notice from the Treasury Department that after the 1st day of May—no; I think it was the 15th day of April—they would not pass for payment any more vouchers for tuition which were based on a 30-day month. I can explain that by saying that if a boy goes in training in a commercial school on the 5th of a month, they had been dealing with his tuition as being twenty-five thirtieths of a month, due at the end of the month. The Treasury Department has held that in future we must compute it, in a 31-day month, as being twenty-five thirty-firsts, and in a 28-day month as being twenty-five twenty-eighths. It means but a few cents, but a 30-day month had passed the Treasury Department, had been approved by the auditors, and had gone on through and payment made on that basis, as some other payments were made.

For instance, the Bureau of War Risk Insurance, I think, pays its claims on a basis of a 30-day month, but then this regulation comes and we have to conform to it, and when we do conform to it it causes confusion and causes the statement to be made that we are changing our policy in that way.

For the purpose of keeping uniform standards throughout the country these eligibility men, whom I have described a few minutes ago, were sent out. The eligibility man is the outgrowth of a traveling case-board representative, as he was called. The case board in Washington passed on the cases of soldiers as they were submitted to the Washington office. I can not answer definitely the reason why all of these cases were submitted to Washington. You know, and all of us know, that the number of men approved for training, the number of men probably taking training, is very much larger than anyone anticipated.

I think it was originally estimated before the committee, was it not, Judge, that somewhere between 15,000 and 20,000 would be the maximum who would be entitled to training?

Mr. TOWNER. That was the advice the committee received from the Canadian experts, based upon their experience.

Mr. LAMKIN. Based upon their experience. I want to discuss that a little later, if I may, as to what I think are the reasons for some of the confusion during the early part of the last year. In order to clear these cases, shortly after the passage of the divorce

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law the cases in the districts that had been sent to Washington were piling up, no doubt because they could not get a decision from the Bureau of War Risk Insurance. Mr. Godwin said yesterday that he learned a good deal about the early difficulties, and I am sure I learned a good deal about the early difficulties when I heard Mr. Munroe discuss the matter yesterday. I knew of no dealings with the bureau. Those matters had not been discussed with me. When those cases were submitted here and were decided and referred back to the districts, some one in Washington—I do not know who is responsible; I assume Dr. Smith, who was chief of the division of rehabilitation just prior to my coming here, was responsible—sent what they called a traveling case board representative to the various districts. In other words, if I were in St. Louis I would have been informed that on the 15th day of the month a man would come from the central office and spend a few days with us, and during those days with us he would pass on all these cases. That was followed by eligibility squads, which were organized to go over all the case files, to take the cases and go through them, right straight through to the end, through all the files, and take every folder that was in it, and every man that was in it, and say to the district vocational officer, "This man is entitled to training on this evidence he has here," and say, "This man here is not entitled to training on what you have here, is not legally entitled to training, but you get this evidence which will show whether or not he is entitled to training," and that eligibility squad started out, and we tried that first in Boston. We did not have enough men to do the job quickly in Boston. We increased the number by sending in one man from each of the several districts. We sent, I think, 20 men to New York; I think it was 20. Those men audited the files and learned what they could about handling rapidly the cases in the files.

I would like to read a paragraph or two from a letter of October 14, 1919, stating that the plan of this eligibility or flying squadron would involve the following:

The men would be called into central office for a week's intensive training. They would be divided into groups of say four each. A group would be sent to a district office to go through the files, act on such cases as could be acted upon and note definitely the information that is lacking on others.

You understand, Mr. Chairman, that while our relations have been very cordial with many of the Government agencies, the Bureau of Public Health, which has been examining for the bureau of war risk insurance, was supposed to send copies of the men's medical examination to us, but they have not done so in a great many cases. The Army was supposed to send a copy of the man's discharge to us—I mean the medical examination. We did not get them in a large number of cases.

They would be expected to spend a week in an office, then go to another district office and follow the same procedure. In that way there would be a group in each district office one week in every month. This group would have power to act, but would not necessarily take the place of the traveling case board representative, who would be there when they were not there.

You will note by this plan that you would lose the service of one man from your force. On the other hand, every four weeks you would have four men who would be trained to do the particular thing they are sent out to do.

The man whom you send should be capable of working rapidly, should have good judgment, should have had Army organization experience, if possible. If

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not, should be able to judge of Army paper, and should be willing to work day and night. In other words, outside of the supervisors in your office, he should be the best man on your force.

It will be the duty of this "squad" to pass upon eligibility for training. In other words, they will say whether or not a man is eligible for training, or if not eligible on the evidence submitted, what additional is necessary. It will then be the duty of the district office to notify the man that he can be placed in training whenever he is willing to start.

Please wire upon receipt of this letter the name of the man whom you will detail for this duty and have him report at Washington, Monday morning, October 20.

Those eligibility squads generally went out to the districts after they left Boston. They worked in the evening and at night. They did it because by doing it they interfered less with the regular work of the office. They went to the office at the closing hour, either 4.30 or 5, whatever it was, and they worked until midnight. They worked 7½ hours, which were the regular Government hours, but they were not interrupted. They worked rapidly, most of the time with their overcoats on, and much of the time with their hats on, in order to keep warm during the time they were out. Those men finished their work about the 1st of February in all of the districts. Since that time there has been a permanent man established in each one of the district offices.

In New York, for instance, we have three, in Chicago, we have two, and we will place as many other men there as necessary, and they are calling for training with the men from the district office, so that if necessary these men can subsequently be withdrawn.

A question was asked yesterday, I believe it was, about carrying the work out into the field. My recollection is that late in January, or early in February, the first one of these men went out into the field away from the District offices. Mr. J. B. Scott went to several towns in Michigan, and the plan was communicated to other district vocational officers. In that case the eligibility man went right out into the field and sat there in the town of Saginaw, or Jackson, or Bay City, or anywhere else, and said to these boys, "Come in and we will have our talk here, and bring to you our board, and examine you, and then say whether or not you are entitled to training, and we will go on away and leave this training man to put you in training and follow you up and remain with you." The Cincinnati office sent these field men out with the papers in their pockets, stating that so and so and so and so were entitled to training, and they were instructed to go out and put them in training, and notify the Cincinnati office who was in training. A little later the Philadelphia office sent what they called a clean-up squad to Pittsburgh. The New York office started it along about the 1st of April, maybe a little earlier than that, maybe the 15th of March—I do not remember that detail, but other officers had been told to do it just as quickly as they could arrange to get their files out into the field.

Personally, I believe that we should invest the authority which is now in the district offices in the branch offices, I mean clear into the field, but that is a question of development, Mr. Chairman, of training your personnel, of extending into the field the authority to act, and you can not do it with men whom you can not pay a reasonable salary to command them.

Our relations with other Government organizations, Mr. Chairman, have been reasonably friendly. I think here in Washington I

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can say that our relations are better now than they have ever been. I think there can be no cross purposes between the acts of the Bureau of War Risk Insurance and the Federal Board for Vocational Education. I really feel that our relations with the United States Public Health Service are even a little closer than the relations between the Bureau of War Risk Insurance and the United States Public Health Service, possibly because there is no appropriation jealously between us and the bureau, as there may be between the bureau and the Public Health Service.

Mr. BURROUGHS. Would you mind at this point outlining a little bit more fully what your relations are with the Public Health Service?

Mr. LAMKIN. The United States Public Health Service, Mr. Chairman, in the first place furnishes our chief medical officer, Col. McDill, who is a regular employee of the United States Public Health Service, and ranks as Assistant Surgeon General. I spoke to Col. Cholmeley-Jones some time ago about something that was done by the Public Health Service, and he said, "How do you get it over?" I said, "I do not know how it is done. I merely tell Col. McDill what we want, and he goes and gets it."

Our medical officers in the districts are in very close touch with the supervisors. We have made arrangements to get all their medical examinations. We are sending our clerks and stenographers to the offices of the Public Health supervisors in the various districts to make copies of the medical examinations which we need, and which they have not furnished to us. In the Public Health hospitals we have arranged to go in with him and undertake vocational training. There are at present, I believe, some 51 Public Health hospitals. We are now in Greenville, N. C., where we have 127 students. We are now in the Public Health Hospital at Perryville, Md., where we have 78 students in training. We are going into the Public Health Hospital at Norfolk, Mass., which you know is a mental hospital. We are in the Public Health Hospital at Alexandria, La., where we have 173 men now in training. We are going into Biltmore, N. C.; New Haven, Conn.; we are going into the Johnson City, Tenn., soldiers' home, where men with arrested cases of tuberculosis, I believe, are treated. They have set aside a building there where we can give them training on a farm attached to it.

There was, Mr. Chairman, a difference of opinion as to whether or not the work that was done in the Public Health Service Hospital was occupational therapy, curative in its nature, or whether it was really vocational training, but the board has, I think, always been willing to meet the Public Health more than half way on it, and we finally got to the point where we are forgetting whether it is occupational therapy or vocational training, and we are going in and giving the work, putting our teachers in there to lead them, so that we can take advantage of the five or six months that the boys are in the hospital before they get out, so that they can continue right along with their training when they come out. Does that about answer your question?

Mr. BURROUGHS. Yes, I think so; but perhaps I might state that what led me to make that suggestion was that a month or so ago, when I was at home in New Hampshire, the head of the American

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Legion in our State, with whom I chanced to be talking, discussing this matter of delays in connection with the Federal board, stated that his experience, latterly, anyway, had been that the chief cause of those delays, so far as they had existed at all, was due rather more to the Public Health Service than to the Federal board officials. Of course, I imagine that he came in contact with the Boston office.

Mr. LAMKIN. Yes.

Mr. BURROUGHS. More than with any other. I did not have an opportunity to go into the board fully with him, but I just wondered how that came about.

Mr. LAMKIN. Well, Mr. Chairman, I am not going to attempt to throw any blame on any other department of the Government, nor to excuse the delay. The point is that we have got to get rid of delay rather than excuse it. But I think you will find that 75 per cent, I will say, of the sins of omission that have been charged against the Federal board have been largely due to delays of either the bureau or the Public Health Service. I think that is disappearing now, but in the long run the doctor, whose professional honesty is at stake, is the man who is going to take the blame in the minds of a great many of these boys. The Public Health Service was, my last information was, something like 1,000 cases behind our requests in the Boston office. That is my recollection of it.

Our relationship is extending out to the districts. On the 30th of October I sent this following night telegram to every one of our district offices. The same telegram was sent to their representatives by both the bureau and the Public Health Service.

At conference to-day of Public Health Service, War Risk Bureau, Red Cross, and Federal Board it was decided to take steps immediately to house the three Government agencies in one building in each district. Get in touch with representatives of these other organizations, canvass situation, and submit recommendations at earliest practicable moment. Red Cross should be invited to participate in conference to further closer working relations with all.

As the result of that telegram and of our negotiations we are in the same building in Boston, we are in the same building in New York. The War Risk and the Federal board are in the same building in Philadelphia, and the Public Health is coming with us. We are going to the same building they are in in New Orleans. We are in the same building in San Francisco, and we have got our arrangements made in Minneapolis, and the negotiations are under way in other cities. I would rather not state all of our negotiations, because I know that in one city the Public Health Service has been notified that their quarters have been leased to somebody else because they understand they have gotten orders from Washington to combine, and therefore they have got to get out. They are going to get out anyway, but they have got to get out before they are ready. We are going to get together in all of these cities, with the idea that the man, when he comes to one building to see one Government agency can get the service that he needs and get it done. I made the statement to Col. Cholmeley-Jones the other day that whenever he was ready in the city of New York, we were ready; that if he wanted to move the files of the war-risk insurance right up there and decide his cases up there in New York, we would meet him. The Bureau

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of War Risk Insurance, I might say, is sending us copies of all its awards.

I hope you will understand, gentlemen, that a big organization of this kind is a question of gradual development. It is not a question right now with me as to whether we properly organized to start with. It is the question of a condition as we found it, and what we are going to do to remedy it, and we are developing and cutting down the duplication of work. Now, these eligibility squads have been coming back, and when they come in I say to the men, "Where is it that we can cut out duplication? What is it that we are asking the fellows the same thing for?" And the reply was that we are asking a man for a medical examination when he says he had had a medical examination from the bureau on which he has got an award of compensation.

I immediately went to the bureau and put the proposition up to Col. Cholmeley-Jones and Col. Hallett, in charge of the compensation claims section, and in a few days' time we had an agreement by which they would run us off on their addressograph machine names of the men to whom they were paying awards of compensation, and we had a card printed, what we call Form 553, and we sent them over to the bureau, and they ran them through their addressograph machine, and that gives the man's name, his last known address, and how much compensation he is getting. We send those cards to the various districts, with the instruction, "That you are to accept this card as proof, not evidence, but as proof, first, that the man was honorably discharged from the service. If he was not, he would not get his compensation from the bureau. Second, that he had a disability incurred or increased or aggravated by his service, or traceable to it; if he did not, he would not get his compensation. In other words, we accept as absolute proof the award of any civilian department of the Government that a man was honorably discharged and that he had a disability. Then we instructed every district vocational officer to make an investigation to see whether or not that man was entitled to section 2 training, but, on the basis of the card, to immediately state to him that he was entitled to section 3 training, even if he was not entitled to section 2. We further instructed the district officers, in the case of these men who did not have a certificate of medical examination by the Public Health Service, to send their clerks over to the United States Public Health Service and pull their files and get the medical examination and send them so that we could act on their cases without asking for more. That was not done until this eligibility squad was sent out some time during the first of March, but the bureau is now furnishing us with awards as they are making them from time to time.

Mr. TOWNER. We will have to adjourn at this time until 10 o'clock Monday morning.

(Whereupon the committee adjourned until Monday, May 3, 1920, at 10 o'clock a. m.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Monday, May 3, 1920.

The committee met at 10 o'clock a. m., Hon. Simeon D. Fess (chairman) presiding.

TESTIMONY OF MR. UEL W. LAMKIN, CHIEF, DIVISION OF REHABILITATION, FEDERAL BOARD FOR VOCATIONAL EDUCATION—Resumed.

The CHAIRMAN. Mr. Lamkin, on Saturday, I believe, you were in the process of giving testimony and had not finished?

Mr. LAMKIN. Yes, sir.

The CHAIRMAN. You may resume your testimony now.

Mr. LAMKIN. Mr. Chairman, I think I had gotten Saturday to our relations with other Government agencies, particularly in Washington. I had stated that I thought they were more friendly and that we were in closer cooperation now than we had ever been. Of course, the three agencies that deal with the soldiers are the Bureau of War Risk, the Federal Board, and the Public Health Service, and they have to be in close cooperation.

I stated Saturday that we had extended that cooperation throughout the districts and that in four cities we were now in the same buildings, and in two cities we would be in the same buildings very shortly.

Our relations with other agencies aside from those Government agencies are very harmonious at this time. The American Red Cross is particularly valuable. The American Red Cross has a work to do which is sometimes confused with the work which Government agencies do. However, it does a social-service work in the aftercare of not only disabled men but other ex-service men who are economically distressed—not physically, but economically distressed. Those, of course, the Federal Board has no authority to assist. The work of the American Red Cross is very largely with the families rather than with the men themselves, although loans are made to the men on occasions.

You had detailed here with a good deal of exactness our relations with the Benevolent and Protective Order of Elks. I think the committee, the Congress, and the American people all agree that the Elks have done a very remarkable and commendatory piece of work.

Our relations with the National Catholic Work Council have been very friendly; in fact, they have put at our disposal hospitals with whom they had contracts which enabled us to take care of some men

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whom we could not otherwise have taken care of because of the fact that the hospital facilities were not available, and their disabilities did not occur in the military service.

I think our relations with the American Legion are better than they have ever been. The cooperation with the American Legion started some time ago.

On the 7th of November, 1919, the following letter was sent to the district vocational officers, to all of them:

Under arrangements entered into with Mr. Charles P. Sheridan, national war risk officer of the American Legion, district vocational officers will forward to the State chairmen of the various States in their districts complete lists of all men in the respective States who have been approved for training, but who have not yet entered upon their courses of instruction. Supplemental lists are also to be sent from time to time at reasonable intervals as additional men are approved for training.

The idea was to get word out to the American Legion posts that this man had been approved for training and to get into personal touch with him, which the board recognizes is necessary if the man is to take advantage of the opportunities offered to him.

A sufficient number of lists should be furnished to the State chairman in order to provide one for each local post. The number of copies required in your district (Boston) is indicated as follows:

	Copies.
Maine	75
Vermont	80
New Hampshire	70
Massachusetts	235
Rhode Island	35
Total	495

The American Legion representatives have agreed, on their part, upon receipt of the lists of approved men to send a copy to each local post, together with a copy of the inclosed letter and any further instructions which may appear locally advisable. Supplemental lists will be distributed in like manner.

It is hoped by this means to stimulate acceptance of the benefits offered to disabled men by the Federal Board and largely reduce the number who have been approved for training, but who have to date not entered upon it.

Instruction No. 74, as I remember the number, provides that similar lists shall be sent to the American Red Cross division chapters and to the Veterans of Foreign Wars; and it is stated in Instruction No. 74 that the list should give the name of the man, his post-office address, and if desirable, the probable course for which he has been approved. The service and information section of the War Department is also notified so that we can use these various cooperating agencies to get the word over to the man that he is approved for training and to explain to him the benefits which are his under the law.

We are calling in the several States, or asking the American Legion to call in the several States, conferences of what we call vocational-training officers to be appointed by the local posts. This is provided for in Service Bulletin No. 8 of the American Legion, submitted by Commander D'Olier. I think it is not necessary to put that in the record in full. If anybody wants to ask for Bulletin No. 8, the American Legion will be glad to give it to them.

The CHAIRMAN. You can identify it in the record, Mr. Lamkin.

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Mr. GODWIN. Yes, sir; that is a guess.

Mr. ROBSION. Have you any idea of the number when you went into the office?

Mr. GODWIN. We were handling over 800 cases through that office since October or handling them now in process.

Mr. ROBSION. From the time you went there in October up to this time as many as 800 men have made application?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. Have made application up to this date?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. How many of those cases have been disposed of?

Mr. GODWIN. That would be another guess.

Mr. ROBSION. Let us have another guess.

Mr. GODWIN. I would say, roughly, 400 of them; 50 per cent.

Mr. ROBSION. You are not maintaining your 80 per cent?

Mr. GODWIN. We can not get to that; we have not had the physical force there to do it.

Mr. ROBSION. I am not asking the reason, I just wanted to find out the condition. Perhaps, you better speak to the central office in Washington.

Mr. GODWIN. No; they are doing what they can.

Mr. ROBSION. Mr. Munroe testified yesterday that there were $10,000,000 available to the central office that had not been spent.

Mr. GODWIN. We never appealed to the central office for anything that they have not quoted the law on us.

Mr. ROBSION. Does the law provide that you can not pay a stenographer more than $100 a month?

Mr. GODWIN. That is my understanding.

Mr. ROBSION. You have read it and make that statement?

Mr. GODWIN. No; I have not read it.

Mr. ROBSION. Did they write a letter that the law, not their ruling, but the law, not their order, provided that you could not pay a stenographer more than $100 a month?

Mr. GODWIN. I have not the letter before me and I can not say.

Mr. ROBSION. Let us go back to the first principles. The important thing is to get training?

Mr. GODWIN. That is it.

Mr. ROBSION. If he is not getting it this committee wants to find out why he is not getting it, and if Congress is to blame let them bear the blame, and if the central office is to blame I want to put it on them.

Mr. GODWIN. That is right.

Mr. ROBSION. If you are to blame, I would like to see it put there.

Mr. GODWIN. I will take my share.

Mr. ROBSION. There are 800 in your department?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. And you think that, perhaps, 400 have been disposed of?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. Of course, that leaves 400?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. What have the 400 fellows been saying?

Mr. GODWIN. Some of them have been saying ugly words.

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Mr. ROBSION. Have they written some ugly words?

Mr. GODWIN. A few of them, not very many.

Mr. ROBSION. You have read two or three very nice letters and I am glad you have.

Mr. GODWIN. Yes, sir.

Mr. ROBSION. They show appreciation and that you have done some good?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. Have you any letters of the fellows complaining of this bureau?

Mr. GODWIN. I have not one with me, but I remember the substance of one of the letters. The young man is now in the Kansas University at his own expense, pending the decision of the board.

Mr. ROBSION. Pending his decision?

Mr. GODWIN. Pending the decision of the board. He is in the Kansas University at Lawrence. Just a few days before I left he wrote and said that he was getting along fine and sent his schedule of work in the university to show what he was doing and said that he had no complaint whatever, though his case had been delayed—he had no complaint to make against the Federal board.

Mr. TOWNER. The committee will adjourn at this time until 2 o'clock this afternoon.

(Thereupon, the committee took a recess until 2 o'clock p. m.)

AFTER RECESS.

The committee reassembled, pursuant to recess, Hon. Horace M. Towner presiding.

STATEMENT OF MR. WILLIAM M. GODWIN—Resumed.

Mr. TOWNER. The committee will come to order. Do you desire to make any additional statement, Mr. Godwin?

Mr. GODWIN. I may have one or two short statements to make, Mr. Chairman. With reference to the figures in the vocational summary, it occurred to me just as I was leaving the room a while ago that those figures bring us up within the vacation period during which time all of the educational institutions are closed and there could be no people inducted into training during that period, and I suspect that if the figures were for October and November that there would be a different story. I would like to call attention to another fact that in July, about the 9th of July, I think it was, I was directed to leave my post at Fort Riley and go into the St. Louis office, and when I arrived there I learned orders had issued suspending the work for a few days because of something that was going on here, and so it was some two weeks, I believe, after I returned to Fort Riley to my work at that time.

Then there was another matter further with reference to the men who refused to take training. When I was in the St. Louis office a day or two ago on my way here, a few days ago, a man came in who had been some months in the hospital and wanted to know why he had been assigned to training. I looked up his record, and he had been assigned to the hospital again, and he had refused to go,

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and Mr. Stott, the vocational adviser in the St. Louis office, and I were talking to him. He said that he did not want to go to a hospital, as it would take him four or five months, probably that long, to recover, and I had told him he had better do it. It was suggested to him that he had better be in the hospital a year, and be on the ground the balance of the time, but he seemed to think that he wanted to get away from the hospital and into training, although the doctor advised it, and there is no dissention of opinion among the board that he ought to be in a hospital rather than in training. I have found a number of men of that kind.

I want to say also that while I was in the St. Louis office a young soldier came in and was surveyed and accepted section 3 training, and within an hour was assigned to section 3 training. I saw that in the St. Louis office just a few days ago. I thought I had the man's name here, but I do not see it just now. Those are about all of the additional statements that I have to make. There are instances like those I recited this morning which have occurred almost dozens of times almost every day since I have been with the service, and it is not worth while to repeat them.

Mr. ROBSION. I wish you would state how many and who it is you have in the Kansas City branch?

Mr. GODWIN. When I left there Mr. George W. Kirk was the supervisor of training. Mr. W. I. Potter was the supervisor of placement, assisted by Mr. J. C. Neitzel, and I was vocational advisor. We had one stenographer there—Miss Evans—who was a very competent young woman, and I wondered why she stayed with us, because she could have stepped out of that office any day and gotten $50 a month more than she was being paid.

Mr. ROBSION. Outside of the stenographic help, you have sufficient force to handle it?

Mr. GODWIN. In placement; no, sir. Mr. Potter needs two good assistants.

Mr. ROBSION. I think you are in error when you claim that the law limits the stenographer's salary to $100.

Mr. GODWIN. It has been my advice, and I told you I did not read the law.

Mr. ROBSION. I am not blaming you for that. You are not responsible for that. But I have been somewhat struck with the situation that arises here. Quite a number of the staff at New York testifying here claimed that they are short of help, but under the law they could have all the stenographers and clerical force they needed and had plenty of them and could have had under the law, but they could not use up all the funds provided for stenographers and clerical help. Now, you put it on the other ground that in your office you can not get sufficient help.

Mr. GODWIN. My information was we were limited to $100 for a temporary stenographer; we could not get them at that price that could do the work.

Mr. ROBSION. How many of these 400 men that you think have been passed up for training have been actually placed in training, in your opinion?

Mr. GODWIN. You want my opinion and guess?

Mr. ROBSION. Yes.

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Mr. GODWIN. I do not believe it would be worth much, because when I survey a man, get him in full sympathy with us and we with him, he is then turned over to the supervisor of training, and I keep no record.

Mr. ROBSION. What is your best estimate?

Mr. GODWIN. My best estimate is that 90 per cent of those who will accept training at this time are in training.

Mr. ROBSION. Have any of them completed their training?

Mr. GODWIN. Yes, sir; some have completed their training and are in placement.

Mr. ROBSION. And upon what terms do you put them in placement training?

Mr. GODWIN. Mr. Potter takes them. He finds the job for which they have been prepared and puts them on the job just the same as if they were still in the institution of the training.

Mr. ROBSION. Do they get paid?

Mr. GODWIN. They are paid by the board.

Mr. ROBSION. Is that the only pay they get?

Mr. GODWIN. Sometimes I understand that their employers pay them some.

Mr. ROBSION. Are they put in business enterprises in groups?

Mr. GODWIN. That is outside of my department. I do not know, but I think not.

Mr. ROBSION. You took occasion to explain the reason of the small number of cases that have been passed upon as compared with the lists read by Mr. Burroughs by stating that last August was the vacation season.

Mr. GODWIN. June, July, and August, generally.

Mr. ROBSION. Would that have anything to do with passing on a man's case?

Mr. GODWIN. No, sir.

Mr. ROBSION. So these figures that Mr. Burroughs read in that report simply deal with the number of persons who have registered and the persons whose cases have been passed upon, did it not?

Mr. GODWIN. My understanding is that it was the ones who had been placed in training.

Mr. ROBSION. Your figures did not relate to persons placed in training, did they?

Mr. BURROUGHS. Those total figures that I read represented the total cases surveyed, and then the other figures on the same date represented the total number that had actually been placed in training.

Mr. GODWIN. That is my understanding.

Mr. BURROUGHS. Was that correct? May be I am not right in that. Perhaps it was the number that had been actually recommended to the case board.

Mr. ROBSION. I would like to get it. I understand the board did not give the figures of cases that have been passed upon and recommended either for section 2 or section 3 training.

Mr. GODWIN. The record will show that.

Mr. ROBSION. I developed again right along that line after I took you by making a comparison showing there that you had 6,000 cases

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registered when you went there in July, and when you gave the last figures in August there was only about 2,000 in training, and after the 80 per cent perhaps there were 2,800 whose cases had not been passed upon in the four months.

Mr. GODWIN. The records will all show that.

Mr. ROBSION. So, if Mr. Burroughs was merely reading the figures in the cases that were passed upon and not in training, then your observations about vacation would not apply at all to them. In other words, the matter of the vacation going on in the country in the schools would not interrupt the work of passing on the cases in determining whether or not a fellow would have training, would it?

Mr. GODWIN. No, sir.

Mr. ROBSION. You spoke of some young man that had written a letter of complaint that was in a university at his own expense.

Mr. GODWIN. Yes, sir.

Mr. ROBSION. Waiting on his case. How long had he been waiting?

Mr. GODWIN. His case, I think, was taken up in January or February of this year.

Mr. ROBSION. When did you get the letter?

Mr. GODWIN. I would say about the first of April.

Mr. ROBSION. What was holding his case up?

Mr. GODWIN. The question as to whether he is a section 2 or section 3 man.

Mr. ROBSION. You have the power in Kansas City to pass on that question, do you not?

Mr. GODWIN. No, sir; that is a matter that is fixed by the medical board in St. Louis.

Mr. ROBSION. St. Louis has the authority to pass on that?

Mr. GODWIN. St. Louis has the power; yes, sir.

Mr. ROBSION. Why is it that it would take three or four months to pass on that boy's case?

Mr. GODWIN. Really, I do not know.

Mr. ROBSION. Now, that is not the only letter of complaint that you received at the Kansas City branch, is it?

Mr. GODWIN. No; I think I have received about three others besides that.

Mr. ROBSION. What was the tenor of those letters?

Mr. GODWIN. They were wondering why their cases could not be decided.

Mr. ROBSION. But you have demonstrated to the board here from your actual experience that cases can be and have been passed on in a short time, have you not?

Mr. GODWIN. Yes, sir; they can be and have been.

Mr. ROBSION. That is all.

Mr. TOWNER. Mr. Lamkin, do you desire to take the stand at this time?

Mr. LAMKIN. Whenever you are ready.

Mr. TOWNER. You may proceed, then.

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STATEMENT OF MR. UEL W. LAMKIN, CHIEF DIVISION OF REHABILITATION, FEDERAL BOARD FOR VOCATIONAL EDUCATION.

(The witness was duly sworn by the acting chairman.)

Mr. TOWNER. Give your name and address to the stenographer.

Mr. LAMKIN. My name is Uel W. Lamkin; my legal residence is in Missouri, and my present residence is in Congress Hall Hotel, Washington, D. C., which is my present address.

Mr. TOWNER. What is your present position with the Federal board?

Mr. LAMKIN. Chief Division of Rehabilitation.

Mr. TOWNER. When did you enter upon your duties?

Mr. LAMKIN. As chief?

Mr. TOWNER. Yes, sir.

Mr. LAMKIN. September 15, 1919.

Mr. TOWNER. What was your prior occupation?

Mr. LAMKIN. May I make rather an extended statement about that?

Mr. TOWNER. Just as you choose about that.

Mr. LAMKIN. I spent most of my life in administrative school work. That is what my chief occupation has been, although my education was for law. I was admitted to the bar and went back to school administration immediately upon admission. On account of the economic conditions facing school-teachers, I went into business and was in business in September, 1916, when the State superintendent of schools of the State of Missouri died. The governor of Missouri, without solicitation on my part, appointed me to succeed him. I was State superintendent of schools at the outbreak of the war. I would like to make this statement because of the background, which may be valuable in your considering all the phases of the administration of the rehabilitation act. Before the war was declared the schools of Missouri had started on a food-production campaign that, I think, was not excelled by any State in the Union. During the war I did my part as a State official. I am now 43 years old and was then 41. I did not see military service, although I made inquiry as to enlisting and was told that I might get a place in the Army, detailed to Washington. There was no chance for any overseas service or any active service, and I remained where I was. I claimed no exemption, although a State officer, although married, and with a boy whose physical condition has always given us a good deal of concern. As State superintendent of schools it was my privilege to take a very decided stand in regard to the teaching of foreign languages in the elementary schools of the State, and whether anyone agrees or disagrees with my position on that subject, I lost enough votes in the counties where the German language was the language of the playground to make a difference in the election. Just after the election, in which I was defeated for reelection in a popular vote of about 1,000, while the head of the ticket—I being in second place on the ticket—was defeated by 36,000, the then Chief of the Division of Rehabilitation, Dr. Chandler, wired me asking if I would take charge of the St. Louis office of this board. I agreed to do so.

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Early in January I became district vocational adviser in St. Louis. I remained there until the 1st of July.

Mr. BURROUGHS. What year was that?

Mr. LAMKIN. 1919. I remained there until the 1st of July, 1919, when I was asked to come to the central office as field organizer. I came. My first assignment was to Philadelphia to succeed Dr. A. J. Roland who was resigning to enter into industrial education work in the city of Milwaukee. I was in charge of the Philadelphia office until the new district vocational officer was appointed. If I remember correctly, Mr. Charles E. Cullen was appointed in Philadelphia about July 23, 1919. I was there until the latter part of July.

Mr. Arthur W. Griffin was being replaced in New York at that timew hile Mr. S. E. Farwell was being transferred to the Boston office. I was asked to take charge of the New York office during the interim of 10 days. I did so and was in charge for 10 days in New York until Mr. Farwell reached there. I then was in the field until the 15th of September. I think I got back to Washington the 11th or 12th and assumed charge of the Rehabilitation Division of the Federal board on September 15, 1919.

I am very glad in this investigation, Mr. Chairman, to answer any questions that I can, but I would like to have it remembered that prior to September 15 my testimony will have to be as a district officer or will have to be taken from the records as I find them in the central office. Since September 15, 1919, I shall be glad to testify concerning my relations as Chief of the Division of Rehabilitation.

Mr. TOWNER. I think the committee will be glad to have you state in your own way the conditions as you fonud them to exist here in Washington at the time when you assumed charge of this rehabilitation work.

Mr. LAMKIN. Now, Mr. Chairman, I hardly know just how to answer your question. I think in order that this committee should get a comprehensive view of the whole situation some statement and explanation should be made concerning the work of the board and the organization of the board, as a whole, if you would care to have that done.

Mr. TOWNER. We will be very glad to have it.

Mr. LAMKIN. Then I shall be very glad to tell you what the situation was as I saw it here when I came.

I have here a chart showing the organization of the office.

Mr. TOWNER. We would like to have that. I think the committee would like to have that inserted in the record.

Mr. LAMKIN. I will be very glad to do that and I have here several copies.

(Mr. Lamkin distributed copies to each member of the committee.)

Mr. TOWNER. I think that will enable your testimony to be followed more intelligently.

(The chart referred to follows.)

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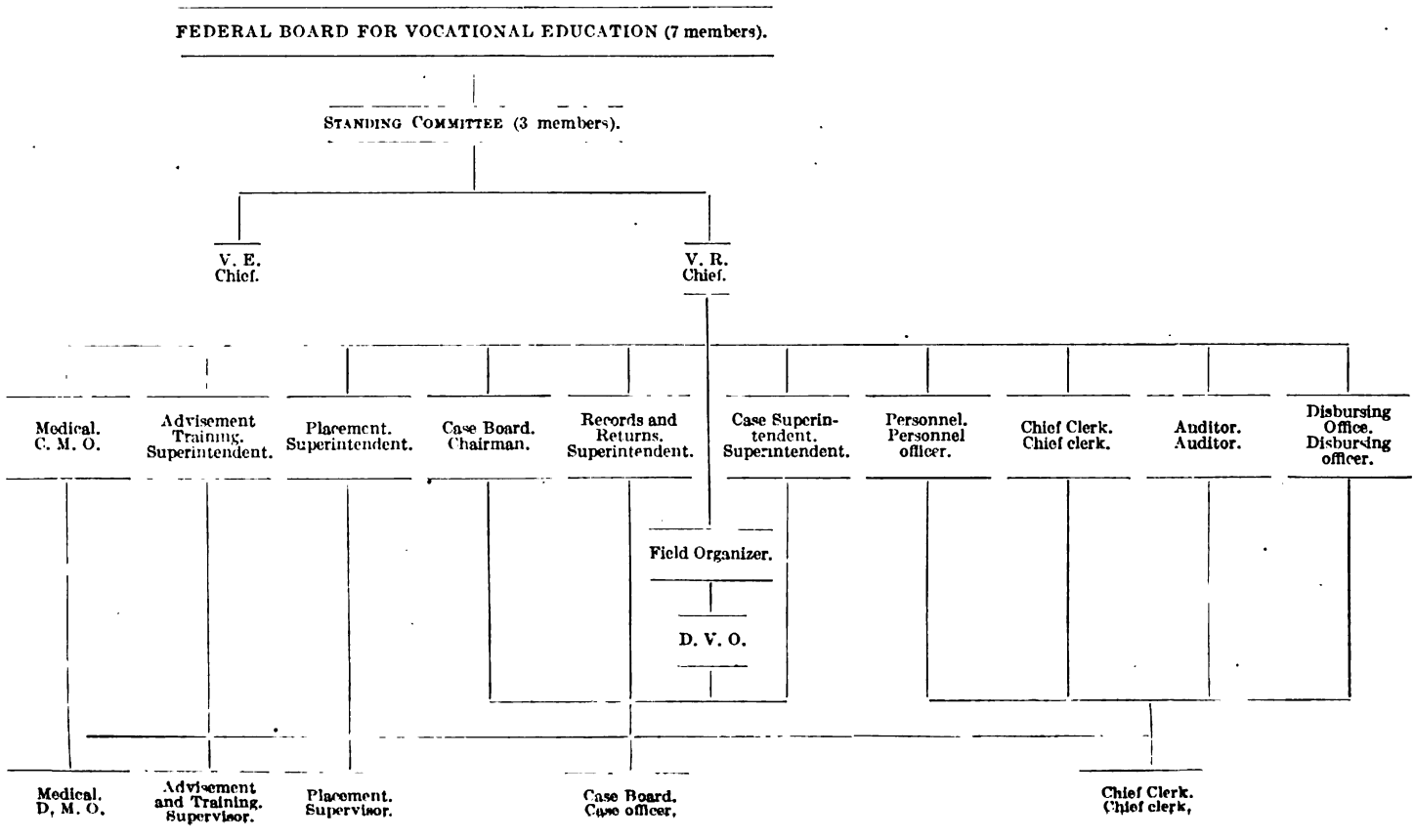

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Mr. LAMKIN. The Federal Board for Vocational Education, as has been stated, is composed of seven members. The active members who are on the job all the time are the members of the standing committee, three members. The work of the board falls under two heads, for which there are separate chiefs of divisions and separate appropriations, entirely distinct and separate work. One is the Division of Vocational Education and the other is the Division of Vocational Rehabilitation. The work of the Vocational Education Division, as you know, has to do with the cooperation with the States in promoting vocational education among the schools. The vocational education is the division which is established for the purpose of rehabilitating the disabled soldiers, sailors, and marines. The executive officer of the Vocational Rehabilitation Division is called the chief.

I may say that the executive officer of the whole board, prior to my coming, was called a director. That man was Dr. C. A. Prosser, who resigned October 1, 1915. He acted as executive of the standing committee for both divisions, but since Dr. Prosser's resignation there has been no director, but there have been two chiefs. The chief has as assistants in the central office the chief medical officer, a superintendent of advisement training, a superintendent of placement, a case board, which is headed by the chairman.

I will discuss what the superintendent of records and returns and the case superintendent do a little later, if I may. There is the personnel officer and the chief clerk, the auditor, and the disbursing officer. The corresponding officer in the district is called a district vocational officer. Personal contact with the district vocational officer is made through the field organizers, of whom we have two. These two field organizers are Mr. R. T. Fisher, who was district vocational officer at San Francisco, and Mr. W. F. Shaw, formerly district vocational officer at Cincinnati.

In the district you will find the district medical officer, the supervisor of advisement and training, the supervisor of placement, the case officer, the case board, and the chief clerk. You will find that where we refer to the superintendent of advisement and training it refers to a man in the central office, whereas when referring to the supervisor of training it refers to the man in the district office.

The chief medical officer has, of course, supervisory control only and is the advisor, I should say, as well as supervisor, over the district medical officer. It is the same with the supervisor of advisement and the superintendent of placement. The functions of the case board, records and returns, and the case superintendent are combined in the district under the case officer. The functions of personnel clerk, chief clerk, and auditor and disbursement officer are in the districts under the chief clerk. The supervisor of advisement and training, for instance, keeps in touch with the various educational opportunities in the various districts. He also acts as a clearing house for all questions of advisements, and helps to direct the vocational advisors in the field in their contact with the men. He also has general supervision over the work of follow up of the men in institutional training, as we call it. I do not like the words institutional training. I would like to say training in institutions rather than to call it institutional training. At

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the conclusion of it the men are turned over to the placement section. The placement section has a double duty. In the first place, it supervises the instruction of the men on the job, or, as we call it, in placement training. In the second place, after the men have been trained in institutions, it is the placement sections duty to see that they are placed in employment and that they can "carry on" in employment.

The case board in both district and central office passes on the cases on the legal evidence, in the first place, and in the second place, as to whether or not the recommendations of the advisors are sound. The records and returns section of the central office, as you can readily surmise, is the department that has charge of the records that are sent in here. The case superintendent in central office passes on matters concerning dependency and claims, and keeps records as to whether or not the man has been in training for the period for which he is placed, and passes on legal questions. He is legal advisor as well as case superintendent. The personnel officer has charge of the personnel of employees in the central office. The chief clerk has charge of the property of the board, of the file room, and performs the ordinary duties of a chief clerk. The auditor or accounting officer is the person who audits the accounts and the disbursing officer pays them.

Now, in the districts, Mr. Chairman, we have similar organizations, except that they are in direct touch with the men. You will notice that the medical officer, supervisor of advisement and training, and the supervisor of placement are similar. Our central office case board has been reduced in the past few months from about 25 or 26 men to 8. Within the next week or so it will be reduced to two or three at the outside. The reason for the reduction is that we are putting the functions of the case board, practically all of them, more largely all the time in the hands of the districts, so that our case board in the central office will pass only on cases that are appealed from the districts here. If the district says "yes" to the boys, the board will stand back of it; and if it says "no" the boys have the right to appeal to the central authorities. The chief clerk of the district performs, as is noted on this chart, duties which correspond to those of chief clerk, auditor, disbursing officer, and personnel officer in the central office. We have not yet decentralized our audit and disbursing functions of the board. There is reason for it. In the first place, I have felt that it was more important to decentralize the other functions first. In the second place, Treasury regulations are rather technical and difficult to meet, and we have not 14 men who know Treasury regulations whom we can place in the 14 districts, and we can rely upon to see that the legal requirements are met, and we have to keep a hand on that part of the work here in central office until we can ge the men and get them trained and put them in the districts. The records and returns will be kept, at least, for a while here, because of the fact that the numbers of men in the several districts are not large enough to justify the overhead of 14 statistical agencies, and so one is kept.

On the other hand, the functions of the board so far as passing on the cases of the men, the advising with them, of approving their training, of putting them in training, of supervising them and following

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them up while in training, of seeing that they are employed and properly employed, is delegated to the districts, and central office expects to maintain solely the supervisory function which was so well described by some witnesses here, and which I am sure the committee as well as the board approve. Shall I go on?

Mr. TOWNER. Yes.

Mr. LAMKIN. I would like to discuss as briefly as I can the functions of some of these men in the several districts. I believe this committee is trying to get a comprehensive view of the whole situation.

In the first place, the first man to pass on a case, that the boy comes in contact with, is the vocational advisor. Ever since we could get into hospitals we have had men in the hospitals. I had some work here in central office for Mr. Godwin to do, and have had him at work on it when he was here. I called him in for that work, and in order that he might tell you what was being done and what had been done in the hospitals in the St. Louis district. You understand, of course, that the St. Louis district is but 1 of the 14 districts of the country. The districts were established by the board and rather closely follow the districts of the United States Public Health Service and the National Red Cross.

I understand that the Director of the Bureau of War Risk Insurance is asking for authority to establish branch offices, district offices, through the Wason bill, which expects to follow these district lines. In addition to the offices we have certain branch offices in the country. The statement has been made that we have not had any branch offices or do not have any branch offices.

Here is a map showing by the red dots where we have branch offices in the United States; the green stars are our district offices. In the State of California there are some of them, which are marked with black crosses. At those places we are not paying rent. We are paying men for "piecework," as you may call it. We are paying them 95 cents an hour, so that we can call upon them for service at any time when in need. We have in addition to that 16 men situated in various parts of the State of Montana whom we are employing at a dollar a year, so we can call upon them for work if necessary. We have men stationed all through the State of South Dakota at this time. We are planning to have similar ones stationed throughout all the States in district No. 5. These men are recommended to us by the American Legion, the Veterans of Foreign Wars, or the American Red Cross.

You may be interested in that. I think Mr. Munroe put a list of the branch offices in the record yesterday.

I would like to insert, Mr. Chairman, if I may, in the record, a statement which I thought I had right at my hands showing when these branch offices were established, showing they were established as early as December, 1918. I thought I had it right at my hand, but I will insert the statement later.

This vocational adviser is one of the staff members, as we call him, of the district offices in all the branch offices. I may say in that connection, in reference to Mr. Godwin's testimony, that there is no lack of money for the employment of stenographers. I do not remember that the matter has been put up to me. My judgment is that the difficulty is that we can not get competent stenographers certified

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from the civil service at $1,200. You understand, Mr. Chairman, that the civil service will certify stenographers to the Federal Board at, say, $1,200, and will certify them to the United States Public Health Service at $1,200, and they will draw the bonus in the United States Public Health Service, the $240, and will not draw it from us. Consequently they will go to the United States Public Health Service, and until they serve the probationary period of six months we can not meet them on equal salary terms. However, we want it understood that we are making arrangements with the Civil Service Commission so that they will certify them to us at the base salary plus the bonus, so that we can pay them $1,440 instead of them being paid $1,200 and the $240 bonus. The psychological effect probably is not quite as good, because the clerk likes to get something for nothing in the way of a bonus, although they get the same amount of money. From the viewpoint of our appropriation it is not quite as good, because that is the large question of whether the overhead, the $1,440, and the $240 bonus will be charged against our overhead, and as all of their services were to be paid out by the different appropriations, the charge against their appropriations and that service, the money comes from the same sources, and we do not believe that Congress is going to be antagonistic at all in the matter of appropriations that are necessary to carry on this work.

The vocational adviser, as I say, is the first one of the staff to meet the soldier. We fill these staff positions subject to later qualification by the Civil Service Commission.

On the 3d of March I had a letter from the Civil Service Commission of which I will read only the first paragraph. I do not wish to burden the record with too much.

> In view of the fact that boards had ample registers of eligibles resulting from examinations for training officers, training assistants, placement officers, and assistant medical officers, no further temporary appointments to those positions will be authorized outside of the register.

So we are filling our staff places as we have to have them from the regular civil-service register. We are assigning them to certain districts. The way they are assigned is something like this: We appoint Mr. A. B. to the position as training assistant or training officer. He is sent out to the Chicago district. The district vocational officer at Chicago is authorized to use this man as he sees fit for a period of one or two or three weeks. If he wants him permanently assigned to the staff he can have him. If he does not want him, if he is not satisfactory, he will be moved somewhere else. So, with that understanding, the district vocational officers are free in the selection of their men, as far as the clerical positions are concerned, since the 1st of October. Each district vocational officer has been authorized to employ not to exceed so many clerks, stenographers, at so much money per clerk or per stenographer. They must abide by the civil-service regulations. Further than that the central office has exercised no jurisdiction and proposes to exercise no jurisdiction. It is not necessary for me to say that in any administrative Government office there are constantly requests being made for transfers from Washington to various positions in the field and from one part of the field to another. These matters are always referred to the district vocational officer. If he approves the transfer is made. If he does not approve the transfer is not made. Since

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the 15th of September, and I am sure before that, there has not been any clerk sent to a district that was not acceptable to the district vocational officer.

The vocational adviser surveys the man. Survey is simply putting on a piece of paper what you can find out about the man's past history, his education, his disability, his preference, and his opportunity for employment. We heard in the early part of this hearing, Mr. Chairman, Mr. Blanton, I believe it was, discuss the ideas which the committee had in framing the legislation. In other words, they wanted to do the best thing they could for each one of the boys. I am sure that has been the attitude of the board. There have been five principal things to take into consideration. In the first place, we have to find out his previous education. It is not necessary for me to say to you that these boys are coming to us ranging from illiterates to college graduates—from the man who never saw the inside of a school to the man who carries a doctor's degree. The second thing that we have to consider is the matter of their previous industrial experience, and we have men who have come to us and know nothing but the ordinary day labor, as you would call it—the man who worked at a wage all his life, or, at least until he went into the service. We have the fellow who had never had any industrial experience of any kind, but was a student. We have the man who has been a corporation lawyer, or a specialist in eye, ear, nose, and throat surgery.

The other thing which we have to consider, and it is the most difficult of any of them, Mr. Chairman, is the question of the man's disability. They vary in degrees of disability from the man who has lost his members in the amputation cases down to the fellow who has become very slightly disabled and possibly has practically no disability at all. Some of them were rated to us by the Army surgeon as 5 per cent. You are interested, and you may be interested now in this, Mr. Chairman. Let me put it this way, that 25 per cent of the persons to whom the Bureau of War Risk Insurance now awards compensation were discharged with no particular disability, and that makes the problem exceedingly difficult. The number of what you might call "basket" cases is very small, indeed, and I think the American people should be extremely thankful that it is so, and that there are so few cases who have lost both arms and both legs and both eyes. So far as I have heard, I have heard of none who have lost all of those. The blinded cases are small in number, comparatively speaking.

Those two things, Mr. Chairman, I would like for the committee to remember. When you were speaking about training we usually think about schools and colleges. Well, the great majority of these men are not of college-grade education. When you are speaking about disabilities, we instinctively picture in our mind the fellow with the leg or arm off. I would like the newspapers of the country to find me the men who have suffered major amputations. I am willing to say that no one who has suffered a major amputation and who has been outside of the hospital 48 hours has not been offered vocational training. In any such case I will guarantee that within 24 hours he will be offered vocational training if it is called to the attention of the central office.

There are two other things that should be considered, fourth, the man's preference concerning what he wants to do. You know and

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I know that in dealing with boys very frequently they want to do things that they are not capable of doing. The statement was made to me the other day that in one of the New York universities, I do not like to put the names in the public record, but in a New York university there are a number of men who they say wanted to be public accountants. They will never become accountants, but would make good bookkeepers. They have not had the education and business background for certified public accountant. We gave them the opportunity and now will have to drop them back into first-class commercial schools to make good bookkeepers of them. The fifth thing and the last to be considered is the man's opportunity for employment, his employability after he has been trained. Personally, I think that any man who is properly trained can get a job. The difficulty is to see that he is getting the proper training. I personally believe that in America there is room enough for every man that is properly trained to get a job to make a living.

The vocational adviser gets that information. He gets it in as confidential a manner as he can, and he gets it sitting at a table or by his side. It is necessary for me to say to this committee that the man who is to advise the boys, or your boy, or my boy, is worth more than $2,400 a year. I said it last summer when I was here talking to some Members of Congress, and I say it now. Whether or not some men are working for the board at $2,400 a year now is beside the question. He is worth considerably more than that amount of money.

As soon as this information is gotten and the boy surveyed, he is given a medical examination, if we have no medical information on file. If we have a medical history from the Army or from the doctor of thePublic Health Service or the Bureau of War Risk Insurance, that is referred to the medical examiner for rating as to whether or not he is handicapped so that he is entitled to training. The eligibility man who is situated in the district offices is situated there for the sole purpose of determining whether or not the legal evidence on which is based the award of training, which involves the expediture of governmental funds, to see whether or not that legal evidence is in the folder. That legal evidence must constitute, first, some showing that the man was discharged from the Army under honorable conditions; and, second, that he has a disability incurred, increased, or aggravated by his service or traceable to his service; third, that the disability is a vocational handicap; and, fourth, that the training is feasible from a physical and mental standpoint.

That follows the language of section 2 of the vocational rehabilitation act, and in order to legally expend Government money that information must be in the man's folder, and the eligibility man is situated there to see that it is in the man's folder.

The statement has been made that this eligibility man in the district is responsible to the central office. That is true. The reason for that is twofold. In the first place, the district vocational officer says that he would rather have him responsible to Washington for the passing on the eligibility on the legal evidence in the folder, rather than have him responsible to the district office. There is no use of trying to persuade ourselves that there is no pressure brought to bear on district officers to give men training who are not entitled

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to it. I think I would be insulting the intelligence of a Congressman if I would say that he did not understand that. The district vocational officers have said to me, "I want this eligibility man whom you placed here pass on the legal evidence in the folder on which the expenditure of the Government's money is to be charged responsible to the central office and not to me." There is another reason for it. The eligibility man can not be sent out to do any other work if he has any work on these cases before him. In other words, we want him to attend to the business which he is sent out to do, and we have told him he must see that every case that is brought to him is given attention, and we will give him the necessary help.

There is a case board, or a case conference, as we call it, which passes on the recommendations of the vocational adviser. We are reducing machinery, as we have learned the job, so that we can expedite action on these cases. But here is our vocational adviser. I dare say there is no man in the employ of the board who knows definitely the 800 or 900 various occupations within which men are being trained, and you can not expect one man to know them. Consequently, for a review of the vocational advisement, it is referred to this case conference, which is composed of a doctor, who passes on the physical disability of a representative of the training section, who passes on the manner of training, of a representative of the placement section, to see whether or not he can be employed after being trained, and of the permanent secretary, who serves to keep the cases regularly flowing past the case conference. These other men—the doctor, the training representative, and the placement representative—vary; they are changed from time to time. Before a man would be trained in agriculture, for instance, you will call from your training section the man who knows agricultural training to help prescribe the course. If, on the other hand, you are going to place him, after training, in a machine shop, you will call the man from the placement section who knows that occupation to pass on the probability of his future employment. If he is to be a printer, you will call the man who knows printing and knows the trades.

After that is done he is turned over to the supervision of the training section or placement section for his training, which depends on whether he is to be in an institution or on the job. The supervision and follow-up work is done by training officers or placement officers, as he may be in an institution or on the job. The medical follow-up of the men in training is done by the doctor. We are looking after the health of the men who are in training, and our instructions to the districts are to the effect that if a man is taken sick that he must have immediate attention. If it is a recurrence of his war disability the Bureau of War Risk Insurance will pay for his treatment. If it is not a recurrence of his war disability the Federal Board for Vocational Training will pay for it. A man must have immediate attention if he gets sick, and the question of which department of the Government pays for it will be settled later. The money comes from the same source, the Government, and it matters very little so the man gets the attention and gets it at a reasonable cost to the Government.

I have explained to you what placement training means, but the placement section has not only supervised the men who are in place-

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ment training, but after a man completes his training the placement section sees that the man has a job in which he can carry on successfully. If the eligibility officer who is stationed in the central office states that on the evidence which has been submitted a man is not entitled to either section 2 or section 3 training, there is in each district what is called a board of appeals. The board of appeals is composed of the district vocational officer or his representative, the chief medical officer or his representative, and the eligibility man from the central office. If the board of appeals decides or holds that a man is not entitled to the training and he still wishes to do so, he can appeal to the central office for review and decision. You may be interested in knowing that the board of appeals is working nicely and that fewer cases are coming to the central office.

For instance, there were two reports made, one from Boston and one from St. Louis, on the 20th of April, as to how the boards of appeals were working in these two districts. In Boston 56 cases had been appealed from the decision of the eligibility officer. Fourteen of them had decided that the man was entitled to section 2 training out of the 56. Thirty-six had been appealed in the St. Louis district. In 13 of them the board of appeals decided that the man should have section 2 training.

As has been stated before, the district office now has authority to approve cases of training which do not extend more than two years in length and which do not involve an expenditure of more than $500 per year for tuition, transportation, books, and supplies. That is a question of administration, Mr. Chairman. It is an attempt to safeguard the moneys of the United States Government. I do not mean it is an attempt to be niggardly at all; it is not. But when you have two institutions, one of them where a man can get training at a cost of $300 a year, and another one where he can get training at a cost of $600 a year, we want to know why the boy is being sent to the school that charges $600 a year. So far as I know of, there has been no refusal to give the man the training that he should have because of the cost. But we have to set up a liability register, and we have to know how much money these men are costing the Government.

I believe you will agree with me, Mr. Chairman, that there was some crticism at one time of this board, because we did not know how much money we were going to have to have. I want to say that I think in the record of the Senate hearing on the first deficiency appriation bill of 1920, when we made our request for a deficiency appropriation of $20,000,000, that on the estimates which we had then as to the men going into training, if the same number had gone into training, we would have had money enough to come out at the end of the 30th of June just about even. In other words, the estimates which were made were remarkably good estimates for a Government department that is dealing with as uncertain a thing as how many men are going into training. It is sound business when you set reasonable limits on the expenditure of money for tuition and ask that any additional or higher tuition rates be referred to this office for approval.

I may say to you that Mr. Wickersham, when he was here a few days ago, stated that he wrote to me personally in regard to a case

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Mr. LAMKIN. That is what it is, Service Bulletin No. 8. The purpose of these vocational training conferences with the legion is to perfect plans by which not only will the man be told of his opportunity for training but that the local posts and particularly the woman's auxiliary will help follow up these boys after they are in training and see that they keep satisfied while they are in training, which I know we all regard as a particularly important piece of work.

The CHAIRMAN. We have the right to believe that the legion will be more sympathetic about that sort of work than some outside organization.

Mr. LAMKIN. I have no doubt about that, and we are in the attitude, and have been in the attitude, of using the legion as fully as it will cooperate and act.

The CHAIRMAN. Do you find the legion ready and willing to do this or do they receive it as a task that they think ought to be exercised by the board?

Mr. LAMKIN. Some States receive it very readily, and in other States they are slow to take hold. I think in the States that are slow to take hold the difficulty is very largely a financial one in getting their conferences called. Some of the State legion organizations have not much money with which they can call these conferences.

As far as the actual work being done is concerned, I think we should use all cooperating agencies, Mr. Chairman, but I feel very strongly that this is a governmental problem, and as far as the bills are concerned the United States Government ought to pay all the bills contracted with it.

The CHAIRMAN. I agree with you.

Mr. LAMKIN. I believe you will agree with that.

There is one other cooperating agency of which I would like to speak, and that is the National Antituberculosis Association, and I would like to speak of that at this time, particularly in view of the statements made in the testimony of Mr. McMurtrie, in which it was stated that we had not cooperated with the National Antituberculosis Association.

The National Antituberculosis Association created a special advisory committee which did, and does now, serve as an advisory committee to the board on the question of the training of men suffering with tuberculosis.

I think, aside from the question of the rehabilitation of men disabled in the military service, the tuberculosis problem in the country as a whole is recognized as one of the serious problems of America. I remember upon my first experience with a congressional committee a Senator questioned me concerning the treatment, or rather the training, of men suffering with tuberculosis. I think I can speak for the board—I know I can speak for myself—when I say that in the training of these men we expect to follow as closely as we can the advice and suggestions which are given by this organization which is devoting its entire attention to the tuberculosis problem.

The CHAIRMAN. You might be interested, Mr. Lamkin, in having your memory refreshed, if you were not present at the hearing, that

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when the joint hearings were held by this committee and the Senate committee on the industrial cripple bill, a bill that was to add to the rehabilitation of the soldiers, this association to which you refer, the Antituberculosis Association, was very exacting in its demand that the Government do something outside of the soldier work; and you have made an affiliation with that association.

Mr. LAMKIN. Yes, sir. I was not present at that hearing of which you speak, but I am sure they are exacting. As I recall the testimony of Mr. McMurtrie, he stated that we had not followed the suggestions which the National Antituberculosis Association made.

Here is a summary of a report dated June 10, 1919, by the advisory committee on tuberculosis, which is drawn up by the secretary of that committee:

In October, 1918, the National Tuberculosis Association was asked to cooperate with the Federal Board in an investigation of problems involved in rehabilitation of tuberculous soldiers, sailors, and marines. An advisory committee was appointed by the president, with the medical field secretary acting as secretary to the committee.

The work of the committee may be summarized as follows:

1. Unanimous conclusion that every man who has once manifested active tuberculosis must be considered to have a more or less permanent disability. The board of directors of the association, March 5, passed a resolution that a man with proven tuberculosis is entitled to compensation, the minimum rate to be not less than 25 per cent. Copies of this resolution were sent to the Surgeon General of the Army and directors of the Bureau of War Risk Insurance and the Federal board.

That is their first recommendation. Instruction No. 20, under date of the 18th of August, 1919, of the Federal Board, applies directly to that recommendation, that a man shall be considered to have a 25 per cent disability if he is suffering from tuberculosis.

2. Suggested that every award to cases of tuberculosis be subject to possible downward revision after lapse of not less than three years.

Mr. TOWNER. Who was it that made that suggestion?

Mr. LAMKIN. The advisory committee of the National Antituberculosis Association.

Mr. TOWNER. What does that mean?

Mr. LAMKIN. If you will just let me read the next sentence, Judge:

Men should always have opportunity to apply for increased compensation.

That section applies solely to the Bureau of War Risk Insurance and not to the board. In other words, if a man regains his earning capacity the award of compensation is subject to downward revision. As far as the board is concerned, we are considering the man to have a major vocational handicap if he has suffered tuberculosis in the service, and I believe that the attitude of Congress, as well as the board and the American people, is that when you start upon a program of vocational rehabilitation it should be completed.

Mr. TOWNER. Let me make an observation here, Mr. Lamkin. I do not know whether the other members of the committee will agree with me or not, but this is my personal impression. I think that it is very unfortunate from a good many standpoints, after having made an award, to decrease it because a man gets better. It occurs to me that the only fair thing to do is to not put a premium upon a man's remaining always incapacitated, but to give him the initial rate or the larger rate, whatever it may be, until the man is finally dis-

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charged. It occurs to me that is the better and the more liberal and the more defensible policy with regard to the board's action.

Mr. LAMKIN. Well, Mr. Chairman, may I ask the judge to differentiate between the board and the bureau in that respect. As far as the board is concerned, if you will let me a little later I would like to read into the record a letter or two which definitely states that that is the view which we are taking of it. I believe with you that if we say to this man, "You are entitled to training," we should finish the job until he can stand on his own feet.

Mr. TOWNER. More particularly, the matter has been called to our attention from the demotions from the second to the third grade, a thing that in my judgment ought never to occur unless it is a case of fraud or deception or something of that sort.

Mr. LAMKIN. I would like to discuss that. I think we are not far apart on that matter.

Reading from this same report:

3. Compensation should not be withdrawn because of success in overcoming handicap. It was the sense of the committee that tuberculosis should be included among specific injuries of Article III, section 302 (2) of the war risk insurance act.

Again, that is a problem for the bureau and not the board.

4. Recommended that Federal Board exert every effort to secure a clear-cut definition of policy by Bureau of War Risk so that its own policies and program may be stabilized and delays reduced.

That was covered by the legislation of July 11.

5. Recommended that Federal Board make every effort to induce bureau to concentrate in selected sanatoria, so far as possible, the compensable tuberculous cases and that Federal Board provide occupational therapy and prevocational training wherever 20 or more such cases are in one institution.

The Federal Board, of course, has no authority to provide either occupational therapy or prevocational training.

The CHAIRMAN. That is purely by permission of the hospital authorities?

Mr. LAMKIN. Yes, sir. We are going into any Public Health hospital where they have 30 patients. We believe that out of 30 patients, probably 60 per cent of them, or 18 men, will be ready for training.

The CHAIRMAN. But even in that case it must be at the option of the hospital authorities.

Mr. LAMKIN. Yes, sir; some of these boys may be able to take an hour a day, some three or four hours a day, and we are appointing the teachers and sending them in. We are not saying that we have to have one teacher or two or three teachers for a certain number of men; we are going to furnish the teachers that are necessary to do the job, and we are forgetting whether it is "occupational therapy" or "prevocational training" or "vocational training"; it is a job which the Government must do and must undertake as soon as the boy can begin training and carry it through to completion after he gets out of the hospital.

6. Considered inadvisable for the present to attempt to devise a list of occupations which are or are not suitable for the tuberculous.

The CHAIRMAN. Mr. Lamkin, if it would not interrupt you, I would like to know whether the board has had any trouble about getting into the hospitals for occupational therapy.

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Mr. LAMKIN. Considerable trouble.

The CHAIRMAN. You have?

Mr. LAMKIN. Yes, sir; I think that is obviated at the present time.

The CHAIRMAN. That was a phase of the problem that was difficult to get at when the bill was framed. It appeared to us that there ought to be some bedside curative work done.

Mr. LAMKIN. Yes.

The CHAIRMAN. That the prevocational training ought to start in the hospitals, but just how to adjust it so as to have no confusion was a very difficult problem, and finally it was left purely to the option of the authorities.

Mr. LAMKIN. Yes.

The CHAIRMAN. You could go in provided they would admit you, and they could follow up the soldier after his discharge, provided the board would permit it, and it has been a matter of speculation with me as to whether that has worked satisfactorily or not.

Mr. LAMKIN. I think it is working now. It was slow, of course, in getting underway. I would like to make this statement, Mr. Chairman, that in at least one hospital where we found the commanding officer unfriendly to beginning vocational training in the hospital, representations were made to the Surgeon General and a new commanding officer took his place. Consequently we are in that hospital now with a number of patients.

The CHAIRMAN. As Judge Towner suggested a moment ago, it takes the closest cooperation of the two functions to do this work.

Mr. LAMKIN. There is no question about that. In fact, the medical follow-up of men suffering from tuberculosis, after they have been discharged, is one of the most serious problems of the whole reconstruction program.

The CHAIRMAN. That would appear so to the committee.

Mr. LAMKIN. I think we will agree with you that training and treatment should be simultaneous and the follow-up medical care should be simultaneous with training.

7. Recommended a special medical survey form for arrested cases.

That was prepared and is used.

8. A circular on treatment and training for the tuberculous was prepared for use of instruction of vocational advisers. It was first mimeographed and then printed and distributed to camps, Red Cross chapters, etc. Literature to stimulate ambition and determination in the men to reestablish themselves physically and industrially has been printed and distributed.

That has been done.

9. To supplement printed bulletins and leaflets, the committee passed a resolution that direct instruction by a specialist in tuberculosis be provided in the various district offices to include conferences with the district vocational officers and with medical examiners; that an expert on tuberculosis be engaged as an assistant to chief medical officer of Federal board.

That has been done.

10. The committee emphasized the point that any assignment of occupation to a tuberculous man should be considered as tentative only, and that careful supervision by experts is essential. In connection with this, the committee recommended that the board make a survey of Rutland Private Sanatorium.

That was done. The Rutland Private Sanatorium now has a contract with the board by which the training of the men who are

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placed there by the Bureau of War Risk Insurance is begun, and their training is continued in the same institution, except they are transferred over to another building where they keep on in the same shops, under the same medical supervision, until we can complete their training there. So the only difference between a man whose case is not arrested and a man whose cases is arrested is whether he is living in this building or in that building at the Rutland Sanatorium.

11. Recommended the use of the sanitary standards for nonhazardous industries adopted by the committee on shop and industrial sanitation of the Council of National Defense.

They were adopted.

12. Memorandum was prepared setting forth benefits to be derived from the productive vocational workshop for the "industrial convalescence" of arrested cases under proper medical supervision. At its meeting on March 5 the National Tuberculosis Association appointed a committee to confer with the New York committee on tuberculosis of the Charity Organization Society as to possibility of that organization's undertaking the establishment of such a shop. National Tuberculosis Association has agreed to assist financially up to $10,000.

The CHAIRMAN. What is this New York committee?

Mr. LAMKIN. It is a branch of the National Tuberculosis Association.

The CHAIRMAN. It is not governmental.

Mr. LAMKIN. No, sir. They have not yet provided their cooperative workshop which they suggested they could furnish.

13. Memorandum presenting definite plan for the establishment of a colony for arrested or quiescent cases was considered and following resolution adopted:

That it is the sense of the advisory committee that the plan for an industrial community for tuberculous people who are able to work, as presented by the secretary, is replete with interest and deserves further study. It is recommended that the plan be published and that discussion be invited from all agencies interested in the subject.

They have not yet provided the colony.

14. Recommended that there be an after-care secretary in the central office who would put into the hands of the district officers all the follow-up information that can be obtained; prepare proper forms for follow-up reports; and in all ways counsel with the officers on follow-up service. He should cooperate with existing agencies thus making it unnecessary for the board to build up a social service organization of its own.

Mr. TOWNER. That is a recommendation for your action, is it?

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. Have you not done that already?

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. And do you not do that already?

Mr. LAMKIN. Judge, this whole thing was June 10, 1919.

Mr. TOWNER. Oh, I see.

Mr. LAMKIN. And while we have not employed a man whom we call the after-care secretary, it has been because we have not been able to get just exactly the man, but we are doing it through our medical officers. We have a specialist on tuberculosis not only in this office but a specialist on tuberculosis in every one of the district offices, a medical officer who is giving his time to that work.

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Mr. TOWNER. The important point is that somebody should do it. It is immaterial what you call him.

Mr. LAMKIN. Yes. I have read this, Mr. Chairman, in order to show that so far as we have been able to do so, we have absolutely followed the directions and suggestions of the National Antituberculosis Association.

The CHAIRMAN. Those recommendations were made in June, 1919?

Mr. LAMKIN. June 10, 1919.

The CHAIRMAN. And there are a dozen or more of them?

Mr. LAMKIN. Fourteen of them.

The CHAIRMAN. And you have acted favorably on how many?

Mr. LAMKIN. We have acted favorably on all except on that we were to act on.

The CHAIRMAN. And how soon did you act upon them, generally speaking, I mean?

Mr. LAMKIN. I can not answer that definitely, Mr. Chairman, because most of them were acted upon when I got here in September.

The CHAIRMAN. You came here last September?

Mr. LAMKIN. The 15th of September.

The CHAIRMAN. So that they are all in operation now?

Mr. LAMKIN. They are in operation now. We recently had two conferences on the question of tuberculosis, one in New York City along in the first part of February, and the other in Colorado the latter part of February, as I remember, to which an adviser and a medical officer from each district went, and at which the National Antituberculosis Association sent their experts to discuss with these officers of ours the problems of tuberculosis.

Now, Mr. Chairman, there is one other very important Government agency which I would like to discuss just a minute or two, and that is our relations to Congress——

Mr. TOWNER (interposing). One of the most difficult problems that we have to consider, and one of the most difficult problems for any governmental agency that has anything to do with this work of rehabilitation, is the treatment and care and education, so far as possible, of the tubercular soldiers, those who have incurred it during the war or since because of disabilities incurred in the war, and the fact seems to be very deepely impressed, I think, upon the minds of the committee, that there ought to be the most earnest and cordial cooperation between governmental agencies, especially with regard to this class of men, and also with the antituberculosis association which is an outside agency but which, of course, is interested in this work of the Government, and if there is anything that may be suggested by the board that will throw further light upon the matter, I am quite sure, the committee will be very glad, indeed, to have it.

Mr. LAMKIN. I think, Mr. Chairman, the board recognizes the difficulty and the importance of the treatment and training of these tubercular men. You have this other phase or element in it, which makes it even more difficult, and that is the mental attitude of the man himself. In the first place, he is a wanderer. The psychology of the man suffering from tuberculosis is that he can get his health over in the next county or the next State or somewhere else. He wants to change. He wants to move, and tuberculosis authorities state that that is not necessary at all. There is another thing that you have to

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take into consideration, and that is the desire of the man suffering from tuberculosis to be at home, when probably the home is not the best place for him to recover his health. I think it would not be out of the way to make this statement: The Director of the Bureau of War Risk Insurance and I were in Boston along in the first of January and the director was told of a man who was suffering from tuberculosis and had not had care. The director got in a taxicab and went down to the boy's house and persuaded the mother and the boy to let him go to a Public Health Service hospital. The Public Health Service was ready and willing and wanted to help him, but the boy would not go. The boy could not be taken care of at his home. They had no facilities for taking care of him. So the director got him in the taxicab and sent him over to the Public Health hospital and got him admitted where he could get good care. As soon as he got his money under the Sweet bill, he left the hospital and went back home. His mother said she wanted her boy at home and the boy wanted to go.

Now, those are just some problems that complicate the whole situation.

I may say in reference to our relations with Congress, Mr. Chairman, that the standing committee of the board, as I understand it, has been the official representative of the board before congressional committees and before Members of Congress, and as far as my relations as chief of the division are concerned, I have met the individual members only and have been called to committee hearings in one instance only by the chairman of the committee; on other occasions I have gone with the members of the standing committee. I would like to state, however, one or two things which you may want said or may want to be reminded of. The question has been continually raised here about the matter of money and appropriations. I would like to call your attention to the hearings before the Senate committee on the first deficiency appropriation bill on October 17, 1919.

Senator Curtis made this statement:

Senator CURTIS. I think you are wrong about your dates—

I was speaking about how long it took to get a deficiency bill passed—

I think we provided for the War Risk in an urgent bill and urgent bills go through in a rush. The general deficiency bill is the one that is delayed until the last of the session.

Mr. LAMKIN. I can say for the board that if you will see to it that we have the money so that we will not have to make the soldiers wait, it is immaterial to us whether you give it to us at one time or at another time.

The CHAIRMAN (Senator Warren). Your entire board and all the employees under it are satisfied, are you not, that that institution is going to be provided for?

Mr. LAMKIN. There is no question about that.

The CHAIRMAN (Senator Warren). In other words, you are not going to lose your employees because the money is not appropriated a year ahead?

Mr. LAMKIN. Oh, no; we have gone on the theory that Congress is going to see that this work is done, that Congress has given us a definite work to do, and that they will provide us the money to do it.

Now, Mr. Wickersham, when he was here, introduced the statement which I made before the American Legion commanders assembled

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at the Bureau of War Risk Insurance. I could say some things about that meeting, if necessary. The meeting was called by the bureau. The statement was made that it was called by the bureau and the board and the Public Health Service. The board was present for a part of a day, and we had no notice of it except what came indirectly to us, and the American Legion commanders were specifically asked twice in that half day's session to come over to see the board and investigate its working, and so on and so forth, and I think two members came.

Mr. WICKERSHAM. You speak of expense—

This was about the 17th of December, I believe—

is it the policy of the board to attempt to be economical, or is it the idea of the board to do all it can and when it runs out of money to go back to Congress for another appropriation?

Mr. LAMKIN. That is the policy of the board—to keep the overhead expense as low as possible, to spend everything for it the men need, and go back to Congress for more money if necessary.

Mr. WICKERSHAM. Do you think you will need more money before the year is out in order to permit the fullest possible scope in your board?

Mr. LAMKIN. No question about it.

Mr. WICKERSHAM. Do you contemplate going to Congress and asking for an additional appropriation?

Mr. LAMKIN. I can reply to that by saying that the Senate Committee on Appropriations called for representatives of the board to appear before them. Senator Warren asked the chief of the division as to whether or not it would be satisfactory to the board to give them $5,000,000, or part of the money he said was necessary, and give them the rest later. We replied it did not make any difference to us how they gave us the money, just so long as they gave us enough and gave it to us quick enough, so the disabled men would not have to wait because of lack of appropriations, and Senator Warren assured us they would appropriate all the money necessary.

Mr. WICKERSHAM. You have no information from any congressional source that Congress would not be ready and willing to appropriate any amount of money necessary for this work?

Mr. LAMKIN. Not a particle.

I think that it is just to the Members of Congress, Mr. Chairman, for a representative of the board, at least, to say that the board has no doubt that Congress is going to appropriate the money that is necessary to put the job through.

The CHAIRMAN. We are glad to have you make that statement, Mr. Lamkin, because there is no doubt but what that is the situation. However, it must be understood that the necessity for the money must be made clear, because Congress is not going to make unusual appropriations on speculation.

Mr. LAMKIN. Congress should not do so.

The CHAIRMAN. The situation is such that Congress would not do that.

Mr. LAMKIN. As far as figuring the expense of the work, Mr. Chairman, is concerned, I think you can figure it only in one way, and that is by the acturial method. That is the way in which we have attempted to figure it out. It cost so much per man per month for tuition, so much per man per month for books and supplies, so much per man per month for maintenance, so much per man per month for his traveling expense and for his maintenance while traveling, and so much per man per month overhead.

The CHAIRMAN. Now, upon that basis you made your representations to the committee and asked for how much this year?

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Mr. LAMKIN. For the next year, $90,303,000.

The CHAIRMAN. And it was allowed?

Mr. LAMKIN. And I understand that the sundry civil bill carries $90,000,000. In October, 1919, we estimated that it would take $20,000,000 on that basis, to run us until the 30th of June, 1920, but we estimated at that time, Mr. Chairman, we would have 30,000 men in training in the months of April, May, and June, 1920. I believe those were the three months.

The CHAIRMAN. I have not consulted with the chairman of the Committee on Appropriations but in his opening remarks in presenting the sundry civil bill he reported, I remember, from the floor, $90,000,000 for this work, and I think you are to be congratulated on that because I know of no other item that has not been cut from the amount of the estimate. It has been the business of the Committee on Appropriations to cut wherever they could.

Mr. LAMKIN. I think, Mr. Chairman, the Committee on Appropriations is acting from necessity as well as from wisdom in that matter. We have tried to keep the overhead expenses down. I believe that you will find some criticism is made in regard to the nonpayment of bills, because some are being held up because of what we believe are unnecessary expenses.

The CHAIRMAN. When you are ready to go into it, Mr. Lamkin, although some other members of the board may have gone into it while I was absent, I would like to take up the statement that was made that of an amount of something like $116 expended only about $6 was devoted to rehabilitation.

Mr. LAMKIN. I am prepared to give you a statement of the complete expenditures of the board for rehabilitation work from the date that we began the organization to the 1st day of April which will show you that the total overhead is something less than 25 per cent of the total appropriation; that since the 1st day of last July until the 1st of April—and you told me not to go beyond April, although I can give you the balances—the total overhead is less than 20 per cent, and for the last month or two the total overhead has been less than 15 per cent of the expenditures.

The CHAIRMAN. We want to go into that in detail.

Mr. LAMKIN. I am very glad to give you those figures.

There is one relation with Congress which I would like to discuss very briefly, and that is because the man's name has been brought into this hearing on one or two occasions. When I came to the central office on the 15th of September, one of the first questions that was raised was the question of whether or not Members of Congress and others were receiving prompt replies to their inquiries concerning disabled men. A man had been definitely assigned to that work. I called Mr. U. G. Smith from down in the main body of the office—we were then in Convention Hall and you gentlemen have been there—we had the balcony on which the administrative offices were located, the other offices being downstairs in a great, open floor—and gave him a room and a stenographer, and later an assistant, adjoining or practically adjoining my room, and every inquiry that came from a Member of Congress or came from an American Legion post or came from the Veterans of Foreign Wars or came from the Red Cross or came from an individual was referred to Mr. U. G.

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Smith, and he was told to get a reply back to the person asking for it immediately. Now, if that is a wrong practice, I am willing to assume responsibility for it, but I believe that when a Member of Congress asks any Government agency for information, he ought to have it and have it at once. One day last week I made inquiry and found that not a case that had been referred to Mr. Smith had laid there longer than 48 hours unanswered.

Now, that does not apply solely to Members of Congress, Mr. Chairman, and I deny any statement that is made that a Congressman has to ask, in order to get a decision on a boy's case or that a Congressman gets a decision, "Yes," merely because he asks for it. I do believe that a Congressman, whose constituent has a right to ask him to follow up his case, has the right to get a reply from any department of the Government, and we are going to give it to him; but I want to emphasize the fact that we will give the information just as quickly to the boy or just as quickly to the boy's father or just as quickly to the boy's friend as we will to anyone else who makes inquiry of us.

The CHAIRMAN. In other words, it is not necessary to have a "pull" in order to get action.

Mr. LAMKIN. Not at all.

The CHAIRMAN. Some of the boys who have appeared here, in their testimony, seem to think that in order to get action there has got to be the influence of a Congressman brought to bear. I think you heard testimony of that kind.

Mr. LAMKIN. Yes, sir; I heard testimony to that effect. I think it is impossible and I think it is unwise to say that you will not take any boy's case out of the regular routine if a special inquiry is made concerning it. I remember the case of Frank Hammond, who came here. He testified that Congressman Hicks became interested in his case. Well, Hammond was awarded section 3 training, but if it had gotten consideration he would have been awarded section 3 training without Congressman Hicks's influence, if you want to call it influence, as quick as with it, and I do not believe that the majority of Congressmen are bringing influence to bear. I do not think it is a question of influence. I think they want a decision rendered in the case.

Mr. Chairman, I would like to go into another matter, if I may, that is a source of considerable annoyance and of considerable misunderstanding.

I would like to discuss just as briefly as I can the law and the regulations of the board. The original rehabilitation act, section 2——

The CHAIRMAN (interposing). Mr. Lamkin, before you enter upon that, in connection with the necessity of having a Congressman intercede, may I ask you about a case that has come to my attention from Brownsville, Tex. I think you probably have noted it. It is the case of a man by the name of Joseph Thiesmeyer:

We thought that the case of Joseph Thiesmeyer had been finally settled and that the soldier would be permitted to take training through the Board for Vocational Education. On March 25 the soldier received an order from W. F. Doughty to report to San Antonio, for some cause which he has not yet discovered. Upon his arrival in San Antonio he went to the office of W. J. Bollen and Jourdan, in the Moore Building, these two gentlemen being the Board of Vocational Education in San Antonio.

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I wish to protest to you, and I trust through you to this Vocational Board, about the treatment this soldier received. Bollen and Jourdan acted toward him as if he had been a dirty crook. Regardless of the fact that the soldier was reporting on W. F. Doughty's order, they told him Doughty had no authority to send him there; told him he had no authority and no right to take this matter up with his Congressman, or directly with Washington, and, in their entire demeanor, conducted themselves as if they were paying out of their own personal funds the money for this wounded soldier to get a gainful education, and said to him, when he left, "There is no use in your getting up on your high horse and trying to bull things—sending a wire to your Congressman in Washington will not do you any good," etc.

I referred this to you or to some one to make a report on it, and I have the letter which you sent to Mr. Garner. Your letter was written to Mr. John N. Garner, of Texas, and he has referred it to me. Do you remember that case?

Mr. LAMKIN. I do not remember the case at all, but I will be very glad to look into the matter.

The CHAIRMAN. It strikes me that there is either some misinformation down there or else two members of the board are acting very unwisely.

Mr. LAMKIN. Mr. Chairman, I think you will find there are two sides——

The CHAIRMAN. When I refer to members of the board——

Mr. LAMKIN. I think you will find there are two sides to most of these cases.

The CHAIRMAN. When I said members of the board I meant persons attached to your work.

Mr. LAMKIN. I understand that. I am getting out of my line, but I want to say, Mr. Chairman, that I will be very glad to have you or any member of this committee interrupt me at any time, because I can always get back to my statement.

The CHAIRMAN. You were on that particular subject.

Mr. LAMKIN. Yes. Concerning the question of discourtesy, I will say that nobody is "tied" to any of these places, and if it is shown that any man is discourteous to any disabled man we will separate him from the service; but I want to be shown.

The CHAIRMAN. That is proper, of course.

Mr. LAMKIN. And I shall be very glad to investigate that case and find out just exactly what the conditions are, but as has been stated here time and again, and as you gentlemen realize, the majority of these men are not in a normal mental condition. I do not mean they are deficient, but they have been through an experience that none of us has been through.

The CHAIRMAN. What do you mean by a majority of these men are not in a normal mental condition?

Mr. LAMKIN. I mean the disabled men, men who suffered disability and came back from the service; they are in a nervous condition, at least strained, to say the least about it. The boys, many of them suffered "shell shock."

Mr. BURROUGHS. Assuming that is true, and I think it is true, would that not of itself impose upon the official an even greater obligation to use an exceptional amount of care?

Mr. LAMKIN. I think there is no question about that, Mr. Chairman. Again, let me remind you that when you take everybody who comes from the civil service and passes an examination making

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70 per cent or more, you will not always get men who can keep their tempers, and a man who would be all right if entirely normal would magnify little things until they have a very different and disagreeable meaning.

If you have no objection, I should like to discuss, as briefly as I can, before a committee composed largely of lawyers the law.

The original vocational rehabilitation act, not the one which you have, but the original act, passed in June, 1918, read as follows:

SEC. 2. That every person who is disabled under circumstances entitling him, after discharge from the military or naval forces of the United States, to compensation under Article III of the act entitled "An act to amend an act entitled 'An act to authorize the establishment of a Bureau of War Risk Insurance in the Treasury Department,' approved October 6, 1917," hereinafter referred to as 'said act,' and who, after his discharge, in the opinion of the board, is unable to carry on a gainful occupation, to resume his former occupation, or to enter upon some other occupation, or having resumed or entered upon such occupation is unable to continue the same successfully, shall be furnished by the said board, where vocational rehabilitation is feasible, such course of vocational rehabilitation as the board shall prescribe and provide.

That is at the bottom of page 3.

I would like for you to note the two requirements in section 2. The first one is that every person who is disabled under circumstances entitling him, after discharge, to compensation. That is the first requirement. The second requirement was that if in the opinion of the board he was unable to carry on some gainful occupation, to resume his former occupation, or to enter upon some other occupation, or having resumed or entered upon such occupation is unable to continue the same successfully. You can see that that would narrow the vocational retraining to a very material extent. A man must, in the first place, be entitled to compensation, and, in the second place, it says can not carry on a gainful occupation, he can not resume his former occupation or can not enter upon some other occupation, or if he has resumed or entered upon such occupation is unable to continue or carry on the same successfully. That was the original law. That was the law until the 11th of July, 1919. I do not know who is responsible, I am not trying to fix the responsibility, I think it is a great deal more important to get the job done and get it done now than to try and go back and fix the responsibility for something settled or done then. I think it was partly due to the fact at first, the advisers could "pass the buck" to the bureau and tell the disabled men to "wait until you are declared compensable." That got out to the boys. They remembered the first condition was "discharge under conditions entitling them to compensation" and the second series of requirements were lost sight of. As I understand the war-risk insurance act, it provides that a man in order to receive certain benefits for dismemberment, in order to receive any compensation at all, must be 10 per cent disabled.

Mr. DALLINGER. The law does not say so?

Mr. LAMKIN. I mean the war risk insurance act.

Mr. DALLINGER. That was a ruling of the board?

Mr. LAMKIN. I am speaking of the Bureau of War Risk Insurance. I am not positive about that, but my recollection is that the law says that, but either way, it does not matter. He got no com-

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pensation until he was 10 per cent disabled. Consequently, it got out among the men, it was repeated by agents of the board, it was stated to them by agents of the Red Cross, and by representatives of the War Risk Insurance Bureau, that if you have a 10 per cent disability you are entitled to vocational training. The Army officers got it. The Army officers, surgeons, and examining boards, time after time, would say, "There is not much the matter with this boy, but if we give him 10 per cent disability he will be entitled to vocational training, let us give it to him," and they gave him 10 per cent disability and discharged him.

Mr. DALLINGER. And the board got out some literature?

Mr. LAMKIN. That is true. I do not think that it was specifically so stated in terms, but I think anybody who read that literature would say that if a man was discharged with a disability he could be put in practically any training that he wanted. I am not trying to say who was or who was not responsible, I am trying to speak of what the conditions were. The result was that as these men came out the "surveys" began to pile up, and the board could not act until the bureau had determined the compensatability. In the meantime, when the law of July 11 was passed Congress liberalized the provisions. From the reading of this law as it stands here, instead of section 2 now stating that a man must not be able to carry on a gainful occupation or must not be able to resume his former occupation or must not be able to enter upon some other occupation, or having resumed such occupation, can not carry it on. The present law, while liberalized by this committee itself, reads, on page 4:

> Or later developing a disability traceable in the opinion of the board to service with such forces, and who, in the opinion of the Federal Board for Vocational Education, is in need of vocational rehabilitation to overcome the handicap of such disability.

Thus Congress recognized that a man wounded could carry on a gainful occupation and could enter upon another occupation, but when he did he was handicapped in doing it, and provided for those people in section 2.

Mr. DALLINGER. The whole question of whether he was handicapped and whether he was entitled to training is a matter of judgment?

Mr. LAMKIN. Yes, sir. I have not any doubt that a good many times the board has erred in its judgment, but any human organization will err in its judgment.

Here are the instructions of the board which I filed the other day, Miscellaneous, 150, section 400. I should like to read that in connection with section 2 of the law.

> 400. A disabled person who meets the following conditions is entitled to vocational rehabilitation under section 2 of the law:
> (a) He must have been separated from the military or naval forces of the United States under honorable conditions since April 7, 1917.

The law says:

> Who, since April 7, 1917, has resigned or has been discharged or furloughed therefrom under honorable conditions.

So you must be separated from it under honorable conditions.

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(b) He must have a disability that was incurred, increased, or aggravated while he was a member of such forces or that is traceable, in the opinion of the board, to service in such forces.

The act reads, "having a disability incurred, increased, or aggravated while a member of such forces, or later developing a disability traceable, in the opinion of the board, to service with such forces."

(c) His disability, in the opinion of the board, must be such as to cause him to be in need of vocational rehabilitation to overcome the handicap of his disability.

The language of the law is, "who, in the opinion of the Federal Board for Vocational Education, is in need of vocational rehabilitation to overcome the handicap of such disability."

(d) His physical and mental condition must be such, in the opinion of the board, as to make vocational rehabilitation feasible.

The law says:

Shall be furnished by the said board, where vocational rehabilitation is feasible, such course of vocational rehabilitation as the board shall prescribe and provide.

The law further goes on and makes this statement in section 3, which we call section 3 cases:

That the courses of vocational rehabilitation provided for under this act shall, as far as practicable and under such conditions as the board may prescribe, be made available without cost for instruction for the benefit of any person who is disabled under circumstances entitling him, after discharge from the military or naval forces of the United States, to compensation under Article III of this act and who is not included in section 2 hereof.

The difference, of course, between a man who is compensable under section 2 and may not be compensable under section 3 is, that if he is handicapped in carrying on his occupation, in the opinion of the board, he is entitled to section 2 of the training, and if he is not handicapped but is still compensable, he is entitled to section 3 training. That is a question of judgment.

Mr. ROBSION. No soldier or sailor can get training unless compensable?

Mr. LAMKIN. If he is 10 per cent disabled and is not handicapped vocationally, he is entitled under the law to section 3 training. If he is handicapped vocationally, he is entitled to section 2 training, and so on. A wood polisher who had a reduction of hearing in one of his ears, on the face of the case the man's employability was not lessened, there was no handicap from the vocational standpoint, but he was entitled and is entitled to money compensation for the damage which he has received; but under the law he is not entitled to retraining, because he can go back to his same occupation and earn exactly the same money as he did before.

Mr. ROBSION. He is not entitled to training under section 2?

Mr. LAMKIN. He is not entitled to training under section 2. Here is another situation: One man in the Army was kicked in the mouth by a Missouri mule. His upper lip was split. The Bureau of War Risk Insurance did not pay him compensation. He was, however, disabled under circumstances entitling him to compensation, and, being a professional clarionet player, he was vocationally handicapped to such an extent that vocational training was neces-

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sary and was given him. As far as his vocation was concerned, he was as badly handicapped as if he had a very serious disability. As far as his employment in the general labor market was concerned, it was not affected at all.

Take the case of a man who has an injury to one finger of his left hand, if he is a bookkeper he is entitled to compensation in money damage for the physical suffering which he has had. I am speaking of the theories of the law. As a boookkeeper he is entitled to section 3 training, which will let him take a night course, a commercial correspondence course, and which will let him become a better bookkeeper, a better acountant, but if he had an injury that even stiffened the third finger of his left hand and was a violinist by profession, he is 100 per cent vocationally handicapped.

If you ask my personal opinion, I would like to see every man who went into the service of the United States given any vocational training that he wants. If the Government can not afford that money, I should like to see every man who is awarded compensation vocationally rehabilitated, any man discharged under a 10 per cent injury.

Mr. DALLINGER. You are in favor of the Rogers bill?

Mr. LAMKIN. I am. I think the boys have a right to expect this. I think a good deal of our difficulty—I am not speaking about the board—I am speaking about the United States Government, we are all one, the United States Government—I think a great deal of our difficulty is due to the fact that the boys have been led to believe and they were satisfied that they would get vocational training from the Government. It is not the law. I do not know who is responsible for the circulation of the statement, but it was circulated by regular Government employees and the literature was sent out by a Government agency.

Mr. Chairman, I should like to go on, if I may, with the question of follow-up. It has been charged that there was no follow-up service. I do not like to say it has been charged, because my understanding is that this investigation is more to improve the service and to give the boys what they need than it is anything else. The training of these men has involved a tremendous problem that is sometimes not fully realized by persons who are not intimately connected with it. In the first place, we have to train the faculties of the institutions where the boys go. I think Mr. McMurtrie brought that to your attention when discussing it with you. He spoke of the special schools and said that other countries had established special schools. We have not in this country. We have tried, with very few exceptions, to use the existing educational institutions. It is, in the first place, cheaper; in the second place it is more permanent. It is a better thing for the country as a whole to build up the educational institutions which you have rather than to establish special schools which will be torn down after this work is over. As I told the gentleman from the vice chairman's State, Iowa, this question of rehabilitation is a challenge to the educational system and educational establishments of this country, to take these boys and fit them for the jobs. If the school system of America can not fit the boys for the jobs it needs revision, and a very material revision. We have to use the universities or the

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higher schools, because the men who are sent there, they are men, they are not boys any longer. If I may be pardoned this personal reference, I remember that I went to five deans of one great educational institution in order to get a boy who was not yet through his high school admitted to the university as a special student. They said to me, "We can not admit him, because he has not sufficient high-school credits."

I told them that boys who served two years overseas were mature enough to go into the institution, and apparently my statement had some effect on the five deans, because that educational institution is admitting ex-service men and is waiving the entrance requirement for men who served in the United States Army. We have had to train faculties to take hold of these men and to get into proper contact and proper relationship with them. We are trying to do it through personal touch or through our counselors and representatives. We have had to train the men. We have had to organize courses of study. I think probably Mr. Nelson, who is a farmer—I do not know whether any of the other members of the committee are farmers—but that Mr. Nelson would be very much interested in the short course, the unit course of agriculture that has been adopted and put into effect in many of the institutions of the country, particularly at the Massachusetts Agricultural Institute at Amherst, whereby these disabled men can enter at the beginning of any month if they want to get the unit course of a month's duration, and then take up another subject, and so on. I think you would be very much interested in the courses of study that have been formulated by agents of this board working in conjunction with the agricultural colleges of the United States. The agricultural colleges, of course, as you understand, are a little easier to get into than any other colleges, because they are used to handling short courses and the short courses are usually more for mature men than the others. We had to follow up these fellows by the establishment, as far as we could, of the big brother feeling among every man in the institution, the instructors, and all the people in the town.

I think when you analyze this whole question you will find one of the most difficult problems that we have to solve is the economic and social rehabilitation of these men. This aid that the Government gives them is not charity. These men must live on their income. They should not have to provide for themselves from outside sources; they must be taught to live on their income. They should not be, to use a slang phrase, "petted"; they are men, men who have served in the Army of the United States and they need assistance to get back on their own feet. We are having difficulty in some places by some well-meaning persons likely to think that they need "petting." After a man completes his training in an institution we will give him 60 days' training on the job as a follow-up to see if he can carry on.

I should like to discuss, if I may, the question of statistics a little more, Mr. Chairman. I have never regarded it as the prime duty and function of the board to gather statistics. I do not regard these statistics very highly. They do not always agree for the same dates, and I can tell you why. When a man goes into training in a district a notification that he has gone into training is sent to the central office at Washington. That notification is what we call our Form 107. As soon as that gets to the central office it goes first thing to the depart-

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ment that puts the fellow on the pay roll, in order to get him his training pay. After that it goes to the particular organization that puts the man's name on the card in the card index to show where he is in school, how much money he is getting, etc. Then it goes to the person who compiles the statistics of the number of men in training. That is reported to me every day. On Saturday my reports showed, I think, that we had 33,650 men in training that day. That is, that we had that many notices in from the districts. That was on the 1st of May. Should we ask on that same day the first district to report how many men they had in training on May 1 they would give us the number of men who had gone into training in that district on that date and not the number of men for whom notices had reached this office and gotten on our statistical report.

As a consequence the compilation of figures from the districts and the compilation of figures in the central office would not agree. So the statement that the statistics we give here and those given there do not agree is correct. I have nothing to do, of course, with the publication of the figures in the Vocational Summary. The old compilation, so many men surveyed, so many men contacted, etc., I think, is practically useless. The first figure that is always given is the number of registrations, which is entirely misleading and which should not be the basis of any calculation. Let me give you this example. Men were discharged, as you know, from the Eastern States, the discharge points were largely, at least, along the Atlantic coast. The result is a large number of cases passed through the Atlanta district. They were surveyed and the men were sent to hospitals in the district of which Atlanta was the center. Consequently all of those men's names were registered in the Atlanta office. The men discharged from the New York district, all of their names were registered in the New York office and the number discharged in the Boston district was registered in the Boston office. As soon as a man was discharged in the Atlanta district, if he lived in Indiana he went home, and yet papers were sent from the Atlanta district to the Cincinnati district that controls Indiana. Consequently that man's name appeared both on the Atlanta and Cincinnati rolls, and the statement has been made that there were two registrations, but at the same time it was overlooked in exactly the same statement that this included duplicates, included transfers from one district to another. It has also been a question with the district offices and conferences were held like the conference in June and the question arose when is a case a case. Efforts were made to go after the men to see whether there was anything the matter or whether they were entitled to training. The Red Cross in their commendable zeal sent in the names of every man who they heard was disabled.

We had many cases. As soon as they heard that a boy was wounded they sent in the name and in some of the districts they opened up folders on that. Some of the districts opened up folders on every man who has applied for compensation whose name they have. So the double registration. That meant really a double number of names that had been handed in by somebody to various district offices. There were duplications. Nobody denies it. Nobody ought to deny it. I do not think anybody does.

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In anything that I say I do not expect to criticize Mr. Griffin or anybody else if I can avoid it. I remember that Mr. Griffin in one of the conferences insisted that of every survey that came through the New York office there must be a typewritten copy left in the New York office and in Washington. It congested the work in the office. I know what we did in the St. Louis office. If a man was transferred at Camp Dodge and lived in Denver we sent all the papers out to the Denver office and left merely a card in the case that "John Smith was discharged at Camp Dodge" and that all his papers had been sent to the Denver office. In the case of what we called a prospect, if we got a man's name, we put that in the "prospect" file and we sent the name to the Red Cross and asked them to get in touch and see if he was entitled to training and send information, or we would send out a man in the district to get in contact with him. We would not open a case on it. Some of the districts did open cases. We have so many cases that the result is frequently the districts have measured the amount of their job not by the number of men with whom they had come in contact, but by the number of cases in their files. That was one of the reasons for sending out the "eligibility squads" in December, to go through those files and to cut out the duplicates, cut out the transfers, and to cut out the folders of those men who had died—a number of the men have died since we got their names—and to cut out all cases where there was no information on which to base a case, the fact that he is entitled to anything, that he wants anything, and to report definitely the number of men who are really chargeable to the district.

I said Saturday that this was a question of development. It is a question of development. You can not do things all at once. We have been working for a month on a new report form from the districts, to consolidate all reports into one and to make one report to this office, so that we can handle the statistics in as economical a manner as possible.

I told Mr. Robsion personally the other day—which I will say to the committee as a whole—that Mr. Matthews, who left the office, was a tower of strength in the matter of statistics. Mr. Matthews left us because he was offered a place in Iowa where he was guaranteed one-half the profit from a big farm which he later declined to sell for $500 an acre, and the income he is receiving is a minimum of $5,000. He left a $4,000 place to go and take the Iowa place. Mr. Matthews reduced the number of employees in one section from three hundred and some down to two hundred and some by the time he left. We are trying to consolidate all of the records of the statistics so they will be worth something and so we will not have to consult the papers for anything more than necessary. If that was done—I have been here for the past 30 days practically all the time—right away we would abolish our report system from the districts and require them to report upon only a few items; first, how many men are there in your district, net—that is, the net number of men in your district; how many of them have been proved as eligible for training, section 2 or section 3; how many of them have you declared ineligible for training of any kind; and the difference is the pending load of definite cases.

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As far as I am concerned, I do not care whether it is lack of medical examination or lack of coming in contact with the man, those cases are charged against that district as pending, and we are going to hold the officer responsible for getting them out of the way. If it is lack of contact, we will get that, and if it is lack of examination by the Public Health Service, we will pay the doctors to make the examination; but I do not believe that we ought to spend too much time in compiling statistics as to how many men we have seen, how many we have written, how many have been surveyed for medical examination, and so on; how many men are entitled to some consideration or how many have been acted on favorably and unfavorably, etc.; and then let them have an audit of their files and go after them. It is a different situation.

There is always this difficulty—that is, where you have 14 district offices, there is a tendency to create new forms and to get up new schemes and to get new information, and things of that kind. I think you had here Mr. Wadsworth to testify—a very strong, capable man from New York. I think he is responsible for some duplication of work in the New York office. I think he will agree to it. He thought that the advisers were not doing their jobs properly; that after the adviser in advisement section, in his opinion, there should be an adviser in training section. The result was that the man was handled twice in the New York office, when he should have been handled but once. When Mr. Wadsworth left the New York office, we combined the offices of advisement and training sections under one head, so that we will have but one survey made. That is one of the difficulties we have in the districts. I am merely stating it to you.

There is another matter in connection with the work concerning a man entering training, that is, we do not always realize that it takes just as much time and probably more time for a man to be told "no," that under the law he is not entitled to training, as it does to tell him "yes," that a fellow has to use a great deal more patience, a great deal more kindness with him sometimes than with the man to whom you can say, "Yes, I will send you this afternoon."

Again, I want to emphasize the fact that men with major amputations, there is no reason for them waiting an hour—I do not believe, Mr. Chairman, that there are men with major amputations who have been discharged from the hospitals for 48 hours that have not been offered a course of vocational education.

Mr. Rogsion. I did not catch that last statement, Mr. Lamkin?

Mr. Lamkin. I do not believe that there is any man in this country, discharged from the hospital 48 hours, who has not been offered a course of reeducation, men with major amputations, if there is, I should like to know his name. Some are not taking training, but that is because they are unwilling for one reason or another.

Men with systemtic troubles, men who merely complain about this hurt or that or the other, which the doctors can not find, are the cause of a great deal of our trouble. It not only takes as long to tell a man "no" as "yes," but there is a large number of changes or courses. The boy does not know, the adviser guesses wrong and the boy goes into training and finds out that he can not take that kind of training, and we have to change him. I remember the instance of a boy

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at the hospital instead of field contact with each man would save the Government almost $6,000,000.

To make this saving the board must, for a short period of about six months, increase the number of its field workers under Civil Service regulations employed as vocational advisers in hospitals, and to do this the unexpended balances in the appropriations for rent, equipment, and tuition should be made available.

3. The amendment to the bill providing that unexpended balances in the appropriation for rent, equipment, and tuition be used for expenditures incurred in the investigation necessary to determine the eligibility of men for training and for expenditures necessary to the proper placement of men in employment is urged in order that there may be no question as to the duty and authority of the board to make expenditures for these purposes. Unless they are made some men will lack intelligent treatment, proper care, and the prompt action necessary to save the handicapped man from humiliation, hardship, or failure in the effort of the Government to rehabilitate him vocationally.

EXHIBIT H H.

[PUBLIC—No. 279—65TH CONGRESS.]

[S. 5038.]

AN ACT Extending the use of the special fund for vocational education provided by section seven of the vocational rehabilitation act, approved June twenty-seventh, nineteen hundred and eighteen, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the special fund for vocational education, authorized by section seven of the vocational rehabilitation act, approved June twenty-seventh, nineteen hundred and eighteen, together with the items of appropriation made by said act, are hereby made available, in addition to the purposes therein prescribed, for such other expenses as in the discretion of the board is deemed necessary and proper for the payment of necessary travel, lodging, subsistence, and other expenses of disabled men while under investigation by the board to determine their eligibility for training under the act, and the purchase of supplies, equipment, and clothing for disabled men when ready to enter employment, and the traveling expenses of such men to place of employment and for supplementing any or all of the other items of appropriation made by said act.

Approved February 16, 1919.

EXHIBIT JJ.

JUNE 23, 1919.

Hon. FRANCIS E. WARREN,
United States Senate, Washington, D. C.

MY DEAR SENATOR: I find on page 39 of H. R. 6176 (Union Calendar No. 15) that the sundry civil bill makes very serious limitations in connection with the appropriation to be used by the Federal Board for Vocational Education, for the rehabilitation of soldiers and sailors. These limitations would result in our losing probably half our staff at this most critical time, when our work is at its most urgent point.

May we have the privilege of appearing before the Senate Committee on Appropriations, or before yourself personally, to explain the situation and to urge a revision of the terms of the appropriation? Kindly make this appointment at your earliest convenience, and greatly oblige.

Yours, very sincerely,

JAMES P. MUNROE, *Vice Chairman.*

JUNE 23, 1919.

Hon. FRANCIS E. WARREN,
Chairman Committee on Appropriations,
United States Senate, Washington, D. C.

MY DEAR SENATOR: As requested over the telephone, I am addressing, for your earnest consideration and that of your committee, the following memorandum relative to the appropriation for vocational rehabilitation of disabled soldiers, sailors, and marines found on page 39 of Union Calendar No. 15, H. R. 6176, Report No. 48. While, as far as we can foresee, the appropriation of $4,000,000 therein made will

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not be sufficient, we accept this amount in the belief that it will carry the work well into the next calendar year, when, if necessary, we can again approach Congress with full confidence that they will not hesitate to provide all that is necessary for the rehabilitation of men who have been injured in the service of their country.

We desire to call to the attention of your committee, however, the fact that the limitations placed by the proviso in the last seven lines of this appropriation will result in a complete disorganization of the work of this board at a moment when it is approaching its highest load; when the Congress is about to place upon us, through the proposed amendment to section 2 of the vocational rehabilitation act, greatly enlarged responsibilities; and at a time when every minute's delay will greatly aggravate the unrest, and even bitterness, of disabled boys all over the country whose rehabilitation has already, through circumstances over which the Federal Board for Vocational Education has no control, been exasperatingly delayed.

Up to the 1st day of June, the district offices of the board had registered a total of 112,281 disabled men, had established personal contact with 88,300 of them; medical surveys had been made of 25,308 of these men; vocational surveys of 73,368. The number of additional undischarged men reported in Army and Navy hospitals in this country on the 1st day of June was approximately 59,000. This does not count the number in France nor the number not yet reached in the field in this country. Thirteen thousand and fifty-one men had been recommended for training by the district case boards and 7,500 men had been assisted in one way or another in the securing of employment. At the present time approximately 4,200 men are in training; about 6,000 cases are ready to be placed in training as soon as legislation before Congress, which passed the Senate unanimously last week, has become law.

So far as we can now foresee, the above figures represent less than half of the task of getting at every disabled soldier, sailor, and marine wounded or diseased in the service of the Government and providing either for his direct placement or for his training and placement. But the essential element in the remaining task is speed, and speed can be assured only by utilizing to the fullest limit, the services of men already familiar with the work, and trained to carry it forward effectively. Such a force we have succeeded in building up by taking men from permanent positions in which they were earning good salaries, and inducing them to take up this temporary service. This involved, in most cases, the leaving of their homes and the added costs and difficulties which that involves. Nevertheless, many of these men have been secured at salaries no greater than they were receiving in their permanent positions and of the others the increased salary, averaging not more than $300 a year, does not begin to cover the increased expenses under which these men find themselves. The work involved in dealing wisely and efficiently with disabled soldiers requires men of experience, of standing in the community, of ability to handle difficult situations, and of power to meet out in the field in our 14 district offices and our 7 subdistrict offices every sort of administrative problem. Cheap men can not do this work and were they to undertake it, disastrous results reflecting seriously upon the efficiency and good faith of the Federal Government in carrying out this important piece of work would follow.

Were this limiation in regard to the appropriation to stand, the board would lose nearly 200 members of its staff—men of ability and tried experience, and worse than that, would lose its 14 district officers who, even were their salaries not cut down would refuse to attempt to carry on the work in the States with the inefficient and untried men who would have to be brought in to take the place of those resigning as the result of this congressional action. Ninety-two members of the staff would be affected by the provision limiting the number to be employed in excess of $3,000 to 20, and 193 would be affected by the provision limiting the number to be employed between $2,500 and $3,000 to 30, and these men so affected are the framework of our organization, the very bone and sinew of the vocational rehabilitation Service. With these gone, the work would be in chaos for six months, disabled boys to the number of tens of thousands would be left uncared for, and the results would be in every way disastrous.

Under this proposed limitation it would be impossible to retain these essential men, because all of them have permanent positions at higher salaries than those permitted under this limitation would provide, and it would be out of reason to expect such men to keep a temporary position at a lower compensation than they could elsewhere get. Moreover, their places can not be filled because, in the first place, no untried man can fill the place of one who has had months of experience in a difficult work of this kind, and in the second place, because competent men can not be induced to take up this temporary, high-grade work at the salaries imposed by the suggested limitation.

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In view of the above, it is respectfully suggested that in the section referring to vocational rehabilitation the words in the last seven lines following the word "*Provided*" be stricken out, and that the following words be substituted: "That not more than one person shall be employed hereunder at a rate of compensation in excess of $5,000 per annum, and that not more than three persons shall be employed at rates of compensation in excess of $4,000 each per annum."

It seems to us that this simple change would safeguard, as they should be protected, the Federal funds, without throwing into hopeless chaos the work for diasbled soldiers, sailors, and marines which it is clear that the Congress and the people of the United States desire to be promptly and efficiently performed.

Very respectfully, yours,

JAMES P. MUNROE, *Vice Chairman.*

EXHIBIT T.

POSSIBLE AMENDMENTS TO LEGISLATION.

SEPTEMBER 20, 1918.

As arranged at staff conference held on Monday evening, September 16, Messrs Munroe and Kidner saw Mr. Love, Assistant Secretary of the Treasury, on September 17, and discussed very generally some of the difficulties being experienced because of the delay in discovering a man's compensation status. Mr. Love expressed himself as willing to join in asking for an amendment to the act, but suggested the possibility of solving the present difficulties by adjustments of procedure. He asked for a further conference in which some officials of the War Risk Insurance Bureau would participate.

On September 19 Mr. Love notified Mr. Munroe that he was called out of town, but wished us to discuss possible schemes with Mr. Houlihan. Messrs. Munroe, Kidner, and Maddrill conferred with Mr. Houlihan and Col. Banks on the following points:

1. Acceptance by War Risk Insurance Bureau of the findings of the last medical board, as recorded in the surgeon's certificate of discharge as a basis for award of compensation.

Mr. Houlihan stated that the bureau was quite willing to use this certificate and would require no further medical examination, but the bureau had not been able to obtain this certificate, or a copy of it. On being informed that the vocational advisors of the board were given access to this certificate and allowed to make a copy of it for our confidential use, Mr. Houlihan suggested that our advisors make an additional copy and forward to the War Risk Insurance Bureau, together with the man's application for compensation.

It was agreed that this would expedite matters considerably, but that it was a duty which should be carried out by the hospital authorities, rather than by the Federal board. Also, it would not be of any avail in the case of naval hospitals, from which men are discharged immediately after a medical survey board has decided that no further treatment is indicated. Also, in the case of men in hospitals in the far West, some considerable time must elapse before the decision of the bureau could be received, even if there were no complications in the case.

2. The following alternative plans involving changes in legislation was discussed at length, and it was agreed that it would prevent any hiatus between the discharge of a man and the commencement of his training course, except that in some cases a man may desire a short leave to visit his friends immediately after his discharge:

(*a*) The Federal board to decide upon the evidence of the surgeon's certificate of discharge, and by other examinations if it deemed necessary, whether or not a man needed reeducation; that is, was unable to follow his former occupation efficiently. If the Federal board decided that a man was entitled to reeducation on this ground, the man's discharge would be carried out as soon as the Federal board notified the hospital authorities.

(*b*) The Federal board would establish a scale of pay and allowances for the man and his dependents, if any, and he would be discharged to the Federal board which would place him on its pay list from the date of his discharge, or at the date of commencing his course.

NOTE.—The allotments to a man's dependents payable by the Army paymaster and his own pay cease on a man's discharge.

(*c*) The War Risk Insurance Bureau would cease its payments to the man and to his dependents at the date of his discharge. It would consider the case upon the evidence of the surgeon's certificate of discharge and make its award of compensation in due course. The bureau would either (1) notify the Federal board of its award and the

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Federal board would reduce its payments to the amount of monthly compensation awarded the man, or (2) the board would continue the payments in full and be reimbursed by the War Risk Insurance Bureau to the amount payable under its award.

It is possible that under this plan a few men may be adjudged as requiring vocational reeducation who would be found not to be entitled to compensation; but not in large numbers. The surgeon's certificate of discharge gives not only the cause and extent (in fractions) of the disability, but also states whether or not it was incurred "in line of duty," which are the basic facts on which both the Federal board and the bureau would make their decisions.

EXTRACTS FROM SOLDIERS' LETTERS RECEIVED PRIOR TO CONGRESSIONAL INVESTIGATION STATING THEIR SATISFACTION WITH THE TRAINING THEY ARE RECEIVING.

From Lonnie J. Highsmith, 174 Hickory Street, Athens, Ga., February 25, 1920: "We are thankful that our Government has not left us as it did the veterans of bygone-days (not that we are better than they, for we are not so good), but that our Government has grown and developed and waxed rich and is better able to do this work now than it was after other wars. All that I ask from the Government that I volunteered to fight for, is to let me finish the course of studies that I am working on and I think I will be in a position to make the necessaries to get the wherewith to maintain life."

From Alford St. Germaine, Cincinnati, Ohio, May 23, 1919: "I think by going under hard studies and using common sense, soldiers like myself will find better living in the future, and this is my aim. Here's hoping that our fellow fighters will do likewise, and I am sure they will be contented with their studies and work as well as opportunities offered to them by our Government."

From Thomas M. Hildreth, Sacramento, Calif., May 14, 1919: "For the benefit of the boys who are not taking advantage of the training the Federal Board for Vocational Education offers, I wish to say that they are missing one of the best opportunities of their lives."

Thomas C. Brannan, Berwyn, Md., September 30, 1919: "The efforts and results of the Federal board certainly are deeply appreciated, and since Uncle Sam has been so kind and considerate of us in giving us the opportunities which we are now so fortunate to have, we mean to do our best and make a success or die in the attempt to succeed, and we know what we will have to do in order to pull through on top."

From Cecil Meyer, University Station, Gainesville, Fla., December 10, 1919: "I have been in training under the Federal board since May 28, this year, and I like it fine, and in fact this is the opportunity that I have looked for throughout life."

From E. F. Powers, San Francisco, Calif., May 26, 1919: "I take pleasure in telling you that I have completed my course in training for a marine engineer and was most certainly surprised that I could do so in so short a period. I found that by living as temperate a life as possible and utilizing every opportunity I was able to learn as much from the United States Shipping Board School as the average university graduate and able to pass an examination for third assistant engineer unlimited. I have been able to do what I thought would be impossible. The least pay for a licensed third assistant engineer is $120 a month and found. For a man that has to work technical knowledge is no good without the practical knowledge, therefore I can do better by going to work now."

From A. D. Strader, West Virginia University, November 12, 1919: "I highly value the training that has been granted me by the Government. I thank you all very much. Now the Government is paying us back and wishes us to make good. It is up to us to make good, not only for ourselves, but to help so that the Government will lead all other nations in the future as it has in the past."

From Mrs. Grace E. Terry, 2606 West Main Street, Richmond, Va., December 8, 1919: "I am thankful to say that I am being trained for millinery work, at which I think I can make a living at home and not be a dependent. Mrs. Reed, my counselor, seems to be very much interested in me, which I appreciate."

From John Henry Atherson, Salome, Ky., October 30, 1919: "Your letter received notifying me of approval of training in a course of agriculture. This is a splendid opportunity and generous offer, and I would be very foolish and ungrateful if I failed to meet it with my best efforts."

From Robert W. Cooper, Tulane Receiving School, New Orleans, La., August 7, 1919: "Inclosed I wish to say my training has been very satisfactory, my environment very agreeable, and, lastly, I will prove the good will of those connected with district No. 6, while making good in district No. 8. The academic help I have received has been and will be invaluable to my future progress, and especially with the help given

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me in English and arithmetic. It has shaken my head from the neck up, tending to make me realize that more than one recess of my brain has remained dormant for years."

From Raymond Lasance, 129 West Fourteenth Street, Cincinnati, Ohio, May 23, 1919: "I desire to express my appreciation to the Federal board for the training I am receiving. By its workings I will be able to complete my education and obtain for myself in the commercial world a position to which I might never have attained before my disability."

From Ralph Schefer, 3858 Millsbrae Avenue, Hyde Park, Cincinnati, Ohio, May 23, 1919: "I took up training under the direction of the Federal Board for Vocational Education at Miller's School of Business. I am well satisfied and sure that I will be able to earn a great deal more money than I previously did before I enlisted."

From R. M. Prather, M. D., New Orleans, La.: "I want to say that, without exaggeration, I think the Federal Board for Vocational Education is doing more for the discharged soldier than is generally known to the public. I have benefited greatly, both in health and knowledge, since I started under your supervision, and I expect to return from New York about the 1st of January as a specialist in diseases of the eye, ear, nose, and throat."

From Lawrence Packwood, Chicago Business College, December 22, 1919: "I am preparing myself not to be a burden on the taxpayer, but to be a credit to my country and uphold its Constitution, and recognize that this country keeps its promises to its service men."

From Carl F. Minion, Cincinnati, Ohio, May 22, 1919: "I have now been in this school, Ohio Mechanics Institute, three months, and find that it is helping me greatly, and feel that after I am through school I will be in better shape, as far as earning power is concerned, than before I entered the service. It is surprising to me to see the interest every man is taking in his work."

From Thomas M. Hildreth, Sacramento, Calif., May 14, 1919: "I am attending Heald's Business College in this city. For the benefit of the boys who are not taking advantage of the training the Federal board offers, I wish to say that they are missing the best opportunity of their lives."

From John B. Gardner, Young Men's Christian Association, Cincinnati, Ohio, May 23, 1919: "I am very interested in my course, and there is no doubt that I will be able to go out in the business world and double my earning capacity after completing my course under the direction of the Federal board."

From Herbert W. Will, 1132 Park Avenue, Newport, Ky., April 23, 1919: "I want to express to you my appreciation of all that your board has done for me. I am more than satisfied with the treatment accorded me by you and the members of the district No. 7 office."

From Carl F. Minion, Cincinnati, Ohio, May 22, 1919: "It is surprising to me to see the interest every man is taking in his work. They realize it is expected of them and want to make good, and I know they will have proper support."

From Thomas F. Hendrick, captain, Baltimore, Md., October 9, 1919: " It is my belief that criticism directed toward the Federal board was largely due to the fact that the men were more anxious to get home than to enter training. I am well satisfied with my avocation, and place my stamp of approval on all actions of the Federal board that have come under my observations."

From Douglas D. Stone, 1730 La Loma Avenue, Berkeley, Calif., January 8, 1920: "I certainly appreciate the wonderful opportunity offered me through the Federal board, and the best way I can show my appreciation is by the report here made on my studies. Prof. Langille congratulated me on my work. I hope this report will be perfectly satisfactory to the board."

From W. B. Whidden, University Station, Gainesville, Fla.: "The Federal Board for Vocational Education is sending me to school at the University of Florida. I have been here one month and five days. I am learning fast. I am taking a course in agriculture. I want to do all I can to learn as much as possible so that when school is out and I get through with my studies, I can get a job. I like the school fine, and I think it is a good thing for me and am going to do my best to accomplish something."

From Roan J. Turner, University Station, Gainesville, Fla.: "The Federal Board gave me an opportunity to take a special training with them that I might educate myself so that I might be able to earn a living. I decided to specialize in dairying. After I have completed my training I want to manage dairying or a dairying farm; in fact, I hope to be able to manage anything in the line of agriculture."

From Levi Marshall Nagle, University Station, Gainesville, Fla., November 26, 1919: "The Government sent me to the University of Florida to attend the Agricultural College here to take a course in agriculture. They are paying my tuition and

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provide any textbooks for me, as well as give me $80 a month, or $40 every two weeks, while I am here. I think the course is a wonderful opportunity. I know that, with the knowledge I had when I came here, I could not in my condition make a livelihood in farming, but it is a wonderfully instructive course which I have taken up here and I am firmly convinced that, when the course is completed, that the knowledge gained will be of more worth to me than anything else which I know of."

From J. C. Rathburn, 106 West Sixty-third Street, New York City, February 9, 1920: "I do not care for placement. Might mention the course is completed. Did me a numerous amount of benefit and wish to thank the New York board for its appreciated service to me."

From L. E. Cox, 521 Lumkin Street, Athens, Ga., March 7, 1920: "I am truly grateful for what the Federal board is doing for me, and I am trying to get all I can out of this course. This training will help us to overcome our handicaps by making of us efficient managers. I think the Government's plan for training the disabled soldier is proving a success and is going to enable us to carry on."

From J. Perlmutt, 370 South Lumkin Street, Athens, Ga.: "Not only am I getting a thorough training in the elementary principles of education but also training in mechanical pursuits and agricultural training. My course is keeping me in the open air a great deal and thus benefiting me in a healthful way. This training is priceless to me and its value can not be estimated in money."

From Aylett D. Clark, 513 West Cumberland Street, Knoxville, Tenn., February 26, 1920: "I entered the offices of the Federal board feeling hostile to the world at large and the Federal board in particular. On leaving your offices I found that I had undergone some great change. I can not explain it other than renewed faith in my fellowmen."

From Edward Yake, to Senator John Walter Smith, December 10, 1919: "September 1, 1919, the Federal Board for Vocational Education took hold of me. They got me a job, paid me $115 per month every month, and now I am making $150 per month. The best friend the enlisted man has in the world is the Red Cross and the Federal board. Speak up, men, tell our dear beloved friend, John Walter Smith, what the dear old Federal board has meant to you."

From Wallace F. Mustin, 934 North Calvert Street, Baltimore, Md., February 25, 1920: "I wish to let you know how nicely I am getting along at the Baltimore College of Dental Surgery, while in the meantime it is my desire to show the Federal board my appreciation for what it is doing for me. My wife and myself have planned our living expenses to correspond with the monthly salary which we receive from the Federal board. We have planned to live on it by economizing, but nothing to waste, which, of course, is expected. In the meantime we are working hard and planning forward to a bright future. I wish the Federal Board for Vocational Education the best of luck and hope to be with it to the end of my college career."

From Winand Pyle, M. D., 3538 York Road, Baltimore, Md.: "My course at Johns Hopkins is nearing completion and I shall soon apply for transportation home. The course has been very profitable and extremely interesting. I am sure its value to me far exceeds the money expended for it. I wish to thank you and your staff for your kindness to me. I wish you all a Merry Christmas and a Happy New Year."

From Ignace Miletz, Chicago Business College, Chicago, Ill., February 9, 1920: "I am now attending the Chicago Business College, taking a business course which will enable me to earn my living in the future. Salesmanship especially appeals to me, and I hope to become a good salesman. I wish to thank the people through the Federal board for the opportunity given us boys."

From S. A. Sandberg, Chicago Business College, Chicago, Ill., February 9, 1920: "I intend to take a position as salesman and I am sure my training will help me accomplish my purpose. I want to assure you of my appreciation of the Federal board's activities in behalf of myself and other injured buddies."

From Angelus Chure, Chicago Business College, Chicago, Ill., February 9, 1920: "Speaking several languages, I have taken this commercial course, and especially salesmanship, and prepare myself for the foreign commerce, where are found the biggest possibilities of to-day."

From Louis Golden, Chicago Business College, Chicago, Ill., February 10, 1920: "I am satisfied that I have made considerable progress, and hope to do even better hereafter. My object is to become a successful salesman or advertising man. I have unlimited confidence in my abilities and I do not mean to be a burden to the Government. It is my aim to overcome my handicap and win success."

From John G. Moore, Chicago Business College, Chicago, Ill., February 9, 1920: "I wish to say my future welfare looks very good, as this school is giving me the necessary training for an occupation that will always give me an opportunity to make a living. The training I am receiving will help me in securing a chance to command a salary

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that will satisfy my needs. I hope to be a credit to the vocational board and to prove myself worthy of trust."

The following communications, among many others, were received after the congressional investigation of the board's activities commenced from Carl Schuman, L. B. Lambert, Henry Todd, Elmer E. Paine, and V. R. Bartlett, Washington, D. C., March 9, 1920: "To whom it may concern: We have found the vocational officers of district No. 4 always courteous and considerate. We have been fairly treated as regards to the training and the remuneration which was at the hands of the Government. Therefore, in the face of the criticism to which the board is at present subjected, we wish to express our hearty appreciation and thanks to the Federal board for its just and kind treatment of us."

From Arthur F. Johnson and 81 other students at Heffley Institute, Brooklyn, N. Y., March 25, 1920: "We, students under the Federal Board for Vocational Education, believe that the Federal Board for Vocational Education is very efficient in its required duties, under the present conditions, and regret that it should at this time be a target of public criticism and contempt."

Caplinger, Harold R., 8-11322; private, first-class, Company L, Fifty-sixth Infantry; 823 Addison Street, Chicago, Ill.

Offered section 2 training in tryout in forestry, September 16, 1919.

After repeated attempts to gain contact with the man, his case was sent to Red Cross, copy of whose report is submitted:

FEBRUARY 20, 1920.

Caplinger, Harold, left Chicago address, 618 North Clark Street; mail can be sent through address, but the man has reenlisted and is at Camp Stewart, W. Va.

L. C. TWITCHELL.

Dibler, Charles Willis, 8-347, seaman, second class, United States Navy, R. F. D. No. 2, Quincy, Mich.

Offered section 2 training in try out in general construction, September 10, 1919.

Postponed training as shown by his letter in our files, copy of which is submitted:

JANUARY 12, 1920.

In answer to above I wish to state I am not at present in any physical condition to study, due to my stomach and nervous condition. I had hoped some time ago to be improved enough to start, but can only state that I am doing all I can to get in a physical condition to take the school matter up.

The Government doctor at Coldwater, Mich., is doctoring me at present, but I can not see as his medicine has helped me any as yet. As soon as I am able I shall let you know.

Yours, respectfully,

CHARLES W. DIBLER.

Barzdaitus, Anthony, 8-10100, private, first class, Company N, Eleventh Infantry, Fifth Division, 2722 West Twenty-second Street, Chicago, Ill.

Offered section 2 training in agriculture and elementary subjects, October 8, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

DECEMBER 2, 1919.

I received your third letter and wish to say that I do not desire to take advantage of the opportunity offered. I do not think there is anything gained by doing so.

Yours, respectfully,

ANTHONY BARZDAITUS.

Flamsted, Thorvald Henry, 8-14160, private, Company E, Three hundred and seventh Ammunition Train, Alto, Mich.

Offered section 2 training in general agriculture, specializing in animal husbandry, August 4, 1919.

Postponed training as shown by a letter in our files, copy of which is submitted:

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JANUARY 17, 1920.

The above-named man is now located in Denmark, but a letter from his sister states that they expect him back home in a month or so. His sister further states that as soon as her brother returns she will endeavor to have him call at this office regarding his course of training which has been approved under section 2.

L. W. GEORGE.

Conroy, Fred T., 26660, sergeant, Ordnance, Fourth Ammunition Train, 918 Howard Street, Port Huron, Mich.

Offered section 2 training in oxy-acetylene welding, September 9, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

NORWALK, OHIO, *September 26, 1919.*

CHAS. W. SYLVESTER,
Vocational Officer.

DEAR SIR: Your letter received in regards to vocational training and I have decided not to do any hard work. I have just started to work for a butter and egg firm, and have light, easy job. I am going to try it, and I think I can do it all right. Thanking you very kindly, I beg to remain,

Respectfully, yours,

FRED T. CONROY.

MARCH 16, 1920.

Dental, Charles, 8-20779, private, Company B, One hundred and twenty-sixth Infantry, Addison, Mich.

Offered section 2 training in general agriculture, August 12, 1919.

Postponed training, as shown by his letter in our files, copy of which is submitted:

JANUARY 19, 1920.

Your kind letter of a recent date at hand. Will say my present conditions as to health are such as would not conflict to my taking up a vocational course. As to the training that has been approved for me, I have decided not to take, as my plans, which I put in for such a course, did not materialize as expected. In the near future, if I should decide to take up any particular training, will write for information on same.

Thanking you for your interest taken in same, I remain,

CHAS. O. DENTAL.

Cornell, Buford H., 6250, private, Company B, One hundred and twenty-third Infantry, Henning, Ill.

Offered section 2 training in agriculture and farm management, December 13, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

HENNING, ILL., *February 2, 1920.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION.

DEAR SIR: Received yours of the 29th. Must say it is impossible for me to attend the University of Illinois at this time on account of sickness in our home. But I want to thank the board for what they are doing for ex-soldiers. This sure is an opportunity of a lifetime. Thanking you again for your efforts, I remain,

BUFFORD H. CORNELL.

Roscoe, Frederick, 8-6003, private, Company C, Eighteenth Infantry, 1271 Harper Avenue, Detroit, Mich.

Offered section 2 training in tryout in sheet metal May 28, 1919.

Refused training, as shown by his letter in our files, copy of which is submitted:

JULY 7, 1919.

I have been informed of the opportunities offered to me by the Federal board and wish to state I do not wish to consider training at this time. I am working at the Ford Motor Co., earning $4.80 per day and will soon be promoted to $6 per day.

FREDERICK ROSCOE.

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Waniata, Edward, 8-1268, private, United States Army, Fifth Company, Second Training Battalion, 159 D. B., 1223 South Spaulding Avenue, Chicago, Ill.
Offered section 2 training in tryout in English August 29, 1919.
Refused training, as shown by his letter in our files, copy of which is submitted:

SEPTEMBER 4, 1919.

I received your letter yesterday and I wish to inform you that I was discharged from the hospital at Forty-seventh and Drexel Boulevard August 11, and I am working back at my trade again. Thanking you for your kindness shown to me when I was at your office, I remain,

EDWARD WANIATA.

Sitek, Michael Joseph, 8-12793, private, first class, Company C Three hundred and eleventh Engineers, Eighty-sixth Division, 4205 Lincoln Avenue, Chicago, Ill.:
Offered section 2, training in tryout in oxy-acetyline welding, August 18, 1919.
Refused training as shown by his letter in our files, copy of which is submitted:

JANUARY 15, 1920.

The superior chapter of the Red Cross informs me that you have written them in reference to my vocational training, asking that I write you whether or not I wish to take advantage of same at this time.
I am now employed at one of the local coal docks, learning to run an electrical car-loader. I have promised them that I would stay with them, and feel that I should keep my promise to them, so would not care to take the course in vocational training at this time. I presume that I can do so later on if I should so desire. Kindly advise me.
Thanking you for your attention to this, I am
Respectfully yours,

MICHAEL J. SITEK.

Duvall, Edgar Eli, 8-6145, seaman second class, Navy, R. F. D. No. 2, Monroe, Mich.:
Offered section 2, training in tryout in general agriculture, emphasizing hog raising, September 8, 1919.
Postponed training as shown by his letter in our files, copy of which is submitted:

MARCH 1, 1920.

I have no intention of going to school right now, but I may like to go to school next winter. I am undecided at the present time.

E. E. DUVALL.

Callahan, John (14927), private, Company H, One hundred and twenty-ninth Infantry, Grafton, Ill.:
Offered section 2 training in business course, November 20, 1919.
Postponed training as shown by his letter in our files, copy of which is submitted:

GRAFTON, ILL., *February 18, 1920.*

Mr. CHAS. W. SYLVESTER,
Chicago, Ill.

DEAR SIR: Your letter received and appreciate very much, but it will be impossible for me to start to school for some time, as I have been under the care of a doctor for the past two weeks and he informs me it would not be safe for me to enter a closed school room at present; therefore if the date of starting can be deferred it will be a great favor to me, so if you will kindly advise me in regard to this matter it will be highly appreciated.
Thanking you for past favors, I am, respectfully,

JOHN CALLAHAN.

Sweeney, David J. (18509), private first class, Company I, Thirty-ninth Infantry, Rochelle, Ill.:
Offered section 2 training in general agriculture November 20, 1919.

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Postponed training as shown by his letter in our files, copy of which is submitted:

ROCHELLE, ILL., *December 15, 1919.*

Am in receipt of yours of December 2 with regard to my course in general agriculture at the University of Illinois. Owing to my physical condition at the present time I would not be doing justice to myself or to the course, if I should start now. I want to take advantage of this opportunity and if I may postpone the time for beginning this course for some time, I will gladly notify you when I will be ready to take it up.

Very truly, yours,

DAVID J. SWEENEY.

Druckrey, Oscar (15066), corporal, Company F, One hundred and twenty-seventh Infantry, Shawano, Wis.

Offered section 2 training in window trimming and show card writing, December 4, 1919.

Refused training as shown by his letter in our files, copy of which is submitted.

SHAWANO, WIS., *December 12, 1919.*

MR. CHARLES SYLVESTER,
D. V. O. District No. 8, Chicago, Ill.

DEAR SIR: Your letter of the 10th at hand, asking if I intended to take the training in window trimming and show card writing, and if not to let you know what I am doing and what pay I get. I decided that I did not care to take this training as an apprentice in one of the Chicago stores, for it is very inconvenient for me to get away. The manager here also does not want me to go, and think the window training I am now doing is satisfactory. My work is as a clerk and window trimming in a gents clothing store, of 10 hours a day, and am receiving $25 a week.

Very truly, yours,

OSCAR T. DRUCKREY.

Agustink, Walter Frank (10325), private, Company E, One hundred and sixty-eighth Infantry, 811 Riopelle Avenue, Detroit, Mich.

Offered section 2 training in mechanical drawing, July 31, 1919.

Refused training as shown by his letter in our files, copy of which is submitted.

DETROIT, MICH., *December 16, 1919.*

MR. CHAS. W. SYLVESTER,
Federal Board for Vocational Education.

DEAR SIR: Received your letter of December 13, 1919, and wish to inform you that I do not care to take up any training. As I have a good position now, which offers me advancement in the near future. Thanking you for the offer, I remain,

Yours, respectfully,

WALTER F. AGUSTINK,

Verway, Harry (2505), private, M Company, One hundred and Sixtieth Depot Brigade, Camp Custer, 47 Erickson Street, Muskegon, Mich.:

Offered section 2 training in trade tryout, Novemer 19, 1919.

Refused training, as shown by his letter in our files, copy of which is submitted:

MUSKEGON, MICH., *January 21, 1920.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION.

DEAR SIR: Received your letters regarding vocational training; but sorry to say I am not in any condition for this work, as I need all the fresh air I can get, also to have my weight and strength back. As my health is poor since my discharge in the Army, I will notify you when my conditions are better.

Thanking you very much for your kindness, through the disabled soldiers, I remain,

Yours, truly,

HARRY VERWAY.

Meaume, Alfred Perry, 8-15323, coxswain, United States Naval Reserve Force, 2022 Eastwood Avenue, Chicago, Ill.:

Offered section 2 training in placement training as cutter and designer, September 12, 1919.

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Postponed training as shown by a letter in our files, copy of which is submitted:

OCTOBER 6, 1919.

R-61954.
From: District vocational officer, district No. 8, Chicago, Ill.
To: Chief Division of Rehabilitation, Washington, D. C.
Re: Meaume, Alfred Perry, coxswain, United States Naval Reserve Force, 2022 Eastwood Avenue, Chicago, Ill.

DEAR SIR: This man was notified that approval had been granted for a course of training in cutting and designing men's clothing. His father called upon us in answer to this, stating that his son was working as a cutter for $32 a week, and for this reason he does not want to take advantage of this training unless he finds that he can not carry on at his present job. In that case he will ask for training in some other line of work.

Yours, very truly,

CHAS. W. SYLVESTER,
Division Vocational Officer, District No. 8.

Miller, Francis Warren (10372), Corporal, Company H, Three hundred and sixty-second Infantry, 91 Division, R. F. D. 4, Martinsville, Ill.:

Offered section 2, training in animal husbandry, June 24, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

MARSHALL, ILL.,
January 5, 1920.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Chicago, Ill.

MY DEAR SIRS: I do not see as I am ready to take your course in animal husbandry for I am married now and have a wife to support and I do not care for that now; how about some automobile school, but I do not see how I could get away. I am going to try and farm next year for myself, so I have to look after things.

Very truly, yours,

FRANCIS W. MILLER.

Dexter, Luther (16895), private, Company K, One hundred and thirtieth Infantry, 324 Fourteenth Street, Cairo, Ill.:

Offered section 2, training in agriculture and elementary education, August 11, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

CAIRO, ILL., *January 31, 1920.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION.

DEAR SIR: I will write you a few lines in answer to your letter that I received December 27, 1919. I have not yet decided whether I want to take the training or not, when I get ready to take it I will let you know. I have five years to decide on it, so if I get ready to take it during the five years I will let you know.

Yours, truly,

LUTHER DEXTER.

Punkiewiez, Marion, 8-16658, private, Company B, One hundred and twenty-eighth Infantry, Thirty-second Division, 1209 Sixth Avenue, Moline, Ill.:

Offered section 2, training in English and trade try out, October 28, 1919.

After repeated attempts to gain contact with the man, his case was sent to Red Cross, copy of whose report is submitted:

FEBRUARY 27, 1920.

The following report was received from the Moline Home Service Section regarding Mr. Punkiewiez, who is a man who was approved for training, but did not report:

We have talked with the above-mentioned man in regard to vocational training, but he seems quite satisfied with his work and does not care to take up any training.

Mr. Punkiewiez is employed at the John Deere Plow Works in this city, and has work that is not very heavy and makes good wages.

L. C. TWITCHELL.
F. A. WHITE (SA).

(Thereupon, at 9.45 o'clock p. m., the committee adjourned to meet again at 10 o'clock a. m., Friday, April 30, 1920.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Friday, April 30, 1920.

The committee met at 10 o'clock a. m., Hon. Horace M. Towner (acting chairman) presiding.

Mr. TOWNER. Mr. Munroe, you may take the stand.

TESTIMONY OF MR. JAMES P. MUNROE, VICE CHAIRMAN FEDERAL BOARD FOR VOCATIONAL EDUCATION—Resumed.

Mr. TOWNER. Mr. Munroe, what is your judgment as to the present organization of the Vocational Board? Does it meet with your unreserved approval?

Mr. MUNROE. You mean the general make-up of the board?

Mr. TOWNER. Yes.

Mr. MUNROE. Yes, sir; I think it is an admirable arrangement.

Mr. TOWNER. You then approve entirely of the membership on the board of the Cabinet officers?

Mr. MUNROE. Yes, sir; it has been a very useful part of the board organization.

Mr. TOWNER. In what way are they useful?

Mr. MUNROE. Of course the daily work of the board is carried on by the standing committee made up of the three appointed members and the Commissioner of Education, and then at least once a month, and sometimes oftener, the full board meets with the Cabinet officers present, and then all questions of general policy are put up to the whole board and receive the sanction or the dissent, as the case may be, of the Cabinet members.

Mr. TOWNER. They act, very largely, in an advisory capacity?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Do you say that as often as once a month you have a full meeting of the board?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Do the members of the Cabinet seem to take any particular interest in the activities of the board?

Mr. MUNROE. A very great interest. Of course, especially in the war period, they had very many other important duties to attend to, but, personally, I have been surprised that they have been able and have been willing to keep such close touch upon the work of the Federal board as they have.

Mr. TOWNER. Your idea then is that so far as the personnel of the board is concerned, it is an advangtage distinctly to have Cabinet officers members of the board?

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Mr. MUNROE. A very great advantage; yes, sir.

Mr. TOWNER. What do you say to the proposition that is suggested of increasing the active membership of the board, perhaps by one or possibly by two new members, one at least of whom should be a service man.

Mr. MUNROE. Of course if such a man were put on, it would be only for the comparatively temporary purpose of this rehabilitation work, because such a man would have no special interest in or qualifitions for the general work of the board, which deals with education pure and simple.

Mr. TOWNER. Your idea then would be that it would be unnecessary and of no particular advantage.

Mr. MUNROE. I can not see any special advantage in it, because, as I pointed out yesterday, a large proportion of our staff are ex-service men. They certainly ought to be able to take care of the interests of the soldiers.

Mr. TOWNER. How are the activities carried on with regard to the various duties of the board, the vocational work, and the rehabilitation work, and the other activities of the board? How is the work divided?

Mr. MUNROE. As far as the board itself is concerned, it usually at its monthly meetings gives one day to the activities of vocational education and another day to those of vocational rehabilitation. Of course, the members who are on the job all the time, like myself, give attention to these things as occasion requires. As to the staff, we have, as you doubtless know, a chief of the vocational education division and a chief of vocational rehabilitation division, and their staffs are kept absolutely separate, the only interchange of duties being, such as I pointed out yesterday, the disbursing, auditing, and so on, which are common to both branches.

Mr. TOWNER. Then so far as the board taking part in the administrative functions of the board, it is only of a supervisory character; in other words, there is no member of the board who is at the head of the rehabilitation service.

Mr. MUNROE. No, sir.

Mr. TOWNER. Your director is at the head?

Mr. MUNROE. Yes, sir. We have no director.

Mr. TOWNER. You have a director who is at the head of the vocational service under the other acts and activities of the board.

Mr. MUNROE. We have the two chiefs, each directly responsible to the board.

Mr. TOWNER. For instance, your rehabilitation chief —what is the name of the director?

Mr. MUNROE. Mr. Lamkin.

Mr. TOWNER. And what is his name?

Mr. MUNROE. Uel W. Lamkin.

Mr. TOWNER. How long has Mr. Lamkin been in the service?

Mr. MUNROE. I can not remember the date. Mr. Lambkin can perhaps tell us.

Mr. LAMKIN. January, 1919.

Mr. MUNROE. In January, 1919, Mr. Lamkin was put in charge of the regional office, with its headquarters at St. Louis, and then on September 15 he was made chief of the whole division.

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Mr. TOWNER. To what extent and in what manner has Mr. Lamkin charge of this rehabilitation work?

Mr. MUNROE. To the extent that any responsible chief in a Government department has his responsibilities.

Mr. TOWNER. Is he the final arbiter on questions that arise from the various regions?

Mr. MUNROE. On questions of administration. Of course, questions of policy have to be put up to the standing committee of the board.

Mr. TOWNER. Questions of policy are so often mingled with a proposition of administration that it is very hard to separate them, is it not?

Mr. MUNROE. Well, I think that both Mr. Lamkin, the chief of the rehabilitation division, and Mr. Hawkins, the Chief of the vocational education division, lean on the side—if there is any question as to whether it is administrative or a question of general policy—lean on the side of putting it up to the standing committee.

Mr. TOWNER. And that means the active membership of the board?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. In other words, they refer all important questions that arise to the membership of the board?

Mr. MUNROE. Yes, sir; and then after we have laid down a general policy covering that point, of course, they are free to act under that general vote.

Mr. TOWNER. Again, I would like to have you state whether there can be any distinction between a question of general policy and a question arising under an administrative act that really involves a question of policy. Are such questions not continually arising?

Mr. MUNROE. The conditions are rather peculiar, I think, with our board from the fact that the work has been so tremendous and the necessity of haste has been so great, that the standing committee has had to be on the job practically all the time and doubtless it has taken part in the administration, when, under normal conditions, it would not have done so.

Mr. TOWNER. Does the board interfere with the activities of the directors in carrying on the work, of its own motion?

Mr. MUNROE. I do not quite get your point there?

Mr. TOWNER. The point is this: The committee would like to know just how far the authority of the director extends and how far he can be held personally responsible for the activities of the board. You say he is the administrative head. We grant that, but if the administrative head is being continually interfered with in the performance of his duty then he is only nominally the head. The committee would like to know whether he is actually the head of the department or not.

Mr. MUNROE. I think Mr. Lamkin could answer that question better than I could. So far as we are aware, after laying down general policies, we try to give him a free hand in the administration of those policies.

Mr. TOWNER. The impression has been created by the testimony here that the board themselves are continually interfering with the administration of the work and continually changing their policies; what have you to say about that?

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Mr. MUNROE. There have been changes in policy made necessary by the very rapid changing of conditions under which the work has been carried on. As I pointed out in my testimony last night, we have had to overcome one obstacle after another, and as each of those obstacles was overcome, it of course necessitated a somewhat greater or less change in general policies; and, of course, the revised legislation of last July necessitated very drastic changes in policy.

Mr. TOWNER. If a person is the head of an administrative department or bureau, he ought to be responsible for those who are his subordinates, ought he not, Mr. Munroe?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Then he ought to have the appointive power, ought he not? Has Mr. Lamkin that power?

Mr. MUNROE. So far as it is possible under Government regulations. As I understand it, all staff appointments have to come before the board for confirmation. They are made on his recommendation, of course.

Mr. TOWNER. Well, are they made on his recommendation?

Mr. MUNROE. Oh, yes.

Mr. TOWNER. To what extent does the board interfere in the appointment of the personnel of these various divisions or regional offices?

Mr. MUNROE. Not at all, so far as I am aware.

Mr. TOWNER. When a vacancy occurs, does Mr. Lamkin go about making the appointment without receiving the authority of the board?

Mr. MUNROE. He makes the recommendation. He finds the person and makes the recommendation, and the formal appointment, of course, is made by the board.

Mr. TOWNER. Then he is not the head and chief of the bureau if he has not the power of appointment. He is not the head of the rehabilitation department if he has not that power, is he?

Mr. MUNROE. That is a new point of view to me, Mr. Chairman. I should suppose that all appointments, all staff appointments, had to be conferred, made actual, by a vote of the whole board on the recommendation of the chief. Of course, all clerical appointments are made by the district officers themselves.

Mr. TOWNER. Then you have a line of distinction between what you call staff appointments and clerical appointments?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Will you please state what that is?

Mr. MUNROE. The clerical appointments includes stenographers, clerks, charwomen, and people of that sort, anything below the line of stenographer and including the stenographer.

Mr. TOWNER. Now, all of the regional chiefs and all their principal subordinates, men engaged in placement work and in the determination of the degree of disability and the determination of where the training shall be taken, and all those matters, are they directly put up to the board to pass upon?

Mr. MUNROE. Every month we pass on the full list of appointments.

Mr. TOWNER. Why do you not leave that with the head of the department?

Mr. MUNROE. Well, as I say, Mr. Chairman, I had supposed up to this time that it was a requirement of Government procedure that

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they should be acted on by the full board. I may be mistaken in that.

Mr. TOWNER. What is the ground for that idea? This is not a criticism——

Mr. MUNROE. No.

Mr. TOWNER. We are just trying to find out the facts regarding it, Mr. Munroe.

Mr. MUNROE. As I say, the question has never been brought to me before. I took it as a matter of course that we had to pass on all staff appointments. We, of course, in the very beginning laid out a chart showing the organization, and we act under that original chart with such modifications as the changes in conditions necessitate.

Mr. TOWNER. Then, so far as the head of the rehabilitation work is concerned, the director, he can not make directly any appointments at all. He has to submit them all to the board and they have to be acted upon by the board??

Mr. MUNROE. Yes, sir. As a matter of fact, however, I can not remember of any change being made by the board. They accept his recommendations.

Mr. TOWNER. The policy was adopted in the first instance, as I understand it, of having the board pass upon the determination of whether or not the service man should be entitled to training at all.

Mr. MUNROE. You mean the full board?

Mr. TOWNER. Well, I do not know about the full board. I mean at least the department here in Washington.

Mr. MUNROE. Of course, in the beginning, until the districts had had experience and until it was felt proper for them to stand alone, Washington had to keep a supervisory attitude; but after the legislation of last July, as soon thereafter as the personnel was reorganized as required by the salary limitations, a general order was sent out giving each district full authority to put all amputation cases, without any question at all, and to put all other cases into training except those requiring or likely to require more than two years or involving a tuition fee of more than $500 a year.

Mr. TOWNER. Has that policy been adopted ever since July?

Mr. MUNROE. Yes, sir. All the time we are giving more power and authority to the district officers.

Mr. TOWNER. Some of the testimony before us would lead us to believe that the board was still, down to a very late date, reserving to itself the determination of that question, and that it had resulted in great delays.

Mr. MUNROE. That was either mistaken testimony or else was testimony relating to the period before July 11, 1919, when of course all matters had to be referred to Washington because no action in the matter of putting a man into training could be taken until previous action had been had by the Bureau of War Risk Insurance. We could not give freedom to the districts in those days.

Mr. TOWNER. Now, until the passage of the law in July, by which the board was given power to determine upon the right to training of any service man, your position and the position of the board is that all the delay occurred by reason of the fact that you could not get action from the War Risk Insurance Bureau?

Mr. MUNROE. That was the main cause of delay; yes, sir.

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Mr. TOWNER. You stated on your examination yesterday that 39,000 men were now in training, and, in a general way, can you give the committee any idea of what form this training is taking and where the training is being given.

Mr. MUNROE. I have a memorandum here. On February 28—at that time the total figure was 28,000—there were in prevocational training; that is, training for illiterates or non-English-speaking foreigners, 4,294. The total in trade and industrial training was 8,950, and that includes the electrical trade, 1,100. (I will just read round figures.) Mechanical trades, 3,600; retail trades, 380; printing trades, 220; garment and leather trades, 495; railway, 25; manufacturing, including glass blowing, dye making, paper manufacturing, silver plating, and so on, 68; crafts, including horology, jewelry making, etc., 412; advertising trades, 460; woodworking and woodfinishing trades, 353; food preparation, 76; textiles, 157; repair work, including typewriter repairing, sewing-machine repairing, and so on, 73; miscellaneous trades, including barbering, motion-picture operating, drafting, upholstering, and so on, 1,224; business and commercial training, 7,253. That is divided up into various forms. General farming, 3,053; and in the professions, 3,978, including practically all the professions. As to places in which they are being trained, as I remember it, between 5,000 and 6,000 of the men are in placement training; that is, they are in actual industries being trained on the job under supervision, and the remainder of the men are in schools, colleges, or in what we call receiving stations which are mainly for illiterates and non-English-speaking men where they give half a day in this special school under direct supervision to training in the English branches, and the other half day to trying them out on various trades and crafts which are carried on in the school, so as to get an idea as to their best line of industrial activity

Mr. TOWNER. That would mean, then, that about one-third are being trained in actual work.

Mr. MUNROE. Approximately that number; yes, sir.

Mr. TOWNER. Do you think that proportion would hold good for the 39,000?

Mr. MUNROE. Would you think that proportion of about one-third in actual placement training would hold, Mr. Lamkin?

Mr. LAMKIN. No.

Mr. MUNROE. Not so large a figure as that?

Mr. LAMKIN. No, sir.

Mr. MUNROE. About 20 per cent. My colleague (Mr. Holder) reminds me that in a great many cases where these boys are being trained in a school or a college, they will then be given a subsequent period of placement training on the job so as to make certain that they will make good in it.

Mr. TOWNER. I understood that. I wanted to get at how many men were being trained or received the training actually in factories where the work was being carried on.

Mr. MUNROE. Between 20 and 25 per cent, I should say.

Mr. TOWNER. Can you give us an idea of how many of those men are receiving part wages?

Mr. MUNROE. Very few.

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Mr. TOWNER. Very few of them? Do you have complaints from the factories where these men are at work regarding the men or is there general satisfaction with regard to the men?

Mr. MUNROE. Of course, as there would be in any such large number of men, there are individual cases of complaint and dissatisfaction, but, as a rule, the attitude of the employers, where men are in placement training and the attitude of the teachers in the schools and colleges is one of unusual satisfaction with the work that these boys are doing.

Mr. TOWNER. Now, what is the attitude of the men themselves who are engaged in this work?

Mr. MUNROE. With a few exceptions which, of course, one would find in a large body of that kind, they are eminently satisfied with the work they are doing.

Mr. TOWNER. What can you say regarding the prospects of these men after they have completed this practical season of training? Are they likely to find places where they can receive adequate remuneration from the end of this training period?

Mr. MUNROE. Most of these cases, I believe, are going to receive larger wages than they did before they were disabled.

Mr. TOWNER. Will there be any difficulty in their finding places?

Mr. MUNROE. Not if the present industrial conditions continue. Of course, a serious panic would alter the situation very materially.

Mr. TOWNER. Now, regarding these men who are attending the schools—most of the men are attending technical schools, are they?

Mr. MUNROE. Yes; I presume the majority of the schools would be called technical schools.

Mr. TOWNER. Just explain what you mean by that?

Mr. MUNROE. Well, it is a rather difficult thing to explain because almost every college now has a large technical department, so that there are a good many boys in colleges who are really taking the technical side of that work; but, of course, as this training is for the purpose of making these men industrially efficient, to put them on their feet industrially, naturally the majority of the work is along industrial lines.

Mr. TOWNER. Then, most of them are attending technical schools, if they are in a general university or college that has a technic department and they are in that technical department, of course they are in a technical school.

Mr. MUNROE. Yes, sir.

Mr. TOWNER. That is correct, is it? Most of them who are attending the colleges or schools of any kind are engaged in technical work?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. What proportion of these men are taking a business training or training for clerical positions, something that might not be considered as directly a trade industry?

Mr. MUNROE. Well, of course, I included those in using the word technical. I presume you mean the business and commercial courses.

Mr. TOWNER. You now understand my question and I would like to know what proportion there are of those men, for instance, who are preparing to be typewriters and stenographers and to go into the banks and take clerical positions of all kinds. What proportion of the men are engaged in preparation for that class of work?

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Mr. MUNROE. This statement is as of February 28, when the total number of men in training was practically 27,000. The number at that time in business and commercial training was 7,253, and of that the number training for administrative positions was 3,716. That includes positions for general advertising, business administration, banking and finance, real estate, insurance, foreign trade, factory management, auctioneering, salesmanship, and so on. The number training for subordinate positions in commercial lines at that time was 3,234, including bookkeeping, shorthand and typewriting, secretarial work, clerical work, postal clerk, civil service preparatory, and a general commercial course without specification, 2,500 of them.

Mr. TOWNER. How are that class of men getting along with their work?

Mr. MUNROE. Very well. They are being trained very largely in the special schools of business, and I have talked with a number of the heads of such schools and they express great satisfaction with the progress the men are making.

Mr. TOWNER. As I understood you yesterday, only about 10 per cent of those who actually enter training desert or stop it.

Mr. MUNROE. Less than that. The percentage is between 8 and 9 per cent.

Mr. TOWNER. Less than 10 per cent.

Mr. MUNROE. Yes, sir.

Mr. TOWNER. In a general way, what would you say were the principal causes of these men giving up their training?

Mr. MUNROE. More than 50 per cent of them give up because of the return of their disability and they hope, of course, to go back into the work when they are well again. As I recollect it, perhaps, 20 per cent of the 8 or 9 per cent give up because they think it is not worth while, and the balance give up because they secure some immediate position and think it is not worth while to finish their training.

Mr. TOWNER. You stated, I believe, yesterday that 20,000 of these men who were entitled to training were not in training.

Mr. MUNROE. Yes, sir; about that number.

Mr. TOWNER. Did you mean by that the cases of those men had been passed upon and that they had been decided to be entitled to training?

Mr. MUNROE. And the men have been notified of the course that is open for them, and in many cases they have been sent Government transportation to carry them where the school or place of training was at some distance from their home.

Mr. TOWNER. After you have notified them, do you receive word from them as to the reason why they do not go on with their training?

Mr. MUNROE. If we do not from the first letter, we send a second letter, and if we get no reply to that, we send a third, and in most cases if the man is within any reasonable distance, we send somebody to look him up, and of course in all this work we have the active cooperation of the American Legion Posts, of the Home Service Sections of the American Red Cross, and of various other national and local agencies.

Mr. TOWNER. I was not particularly asking the board to exonerate itself for neglect but what I wanted to know was the reason or cause of these men not being in training where they were entitled to it.

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Mr. MUNROE. I might have read yesterday, if I had not tired the committee by reading so many letters, extracts from a number of letters giving the reasons why the men did not take the training. As I remember it, in a good many cases their conditions at home were such that they did not feel it proper for them to leave. I remember one case where a man had an aged father and he felt he ought to stay with him. In another case the man owned quite a little farm, and while he would have liked to take the training, he felt his duty was to carry on that farm; of course, in some instances they simply write that they are not interested in training; and under the present industrial conditions, it is so easy to get a good paying job, that men do not think it is worth while to go through the trouble of training.

Mr. TOWNER. What is your idea of the proportion of these 20,000 men taking the training at some future time?

Mr. MUNROE. It would depend very much on the industrial situation. If there should be a very serious panic and scarcity of opportunity for paying positions, I think these men would come in in very great numbers, but should the present scarcity of labor and the demand and high wages continue—this is merely a guess—I should doubt if we get more than 50 per cent of that number, despite all our efforts to get hold of them, and as I said yesterday——

Mr. TOWNER (interposing). Fifty per cent would be a pretty large expectation, would it not?

Mr. MUNROE. Well, I hope we shall be able to induce that number to take the training.

Mr. TOWNER. Then you are still making efforts, even after sending the third letter?

Mr. MUNROE. As I explained yesterday, we are starting out in the New York district and in some of the others, and we propose to carry it through all the districts except where the distances are so great as to make it practically impossible. We are sending word to all these men not yet in training to present themselves at the nearest large center to their homes, and we get at them, also, besides writing them a letter, through the local Red Cross and the American Legion and so on; and to that district we send a flying squad from the nearest district office to take up the cases not only of those men who have been assigned to training and have not yet gone into it, but also the other cases that have been brought to our attention in which the training has not yet been determined, so as to clean up both those groups as far as possible in each of those localities.

Mr. TOWNER. In case you have a man who is taking training for some particular vocation, and he finds out that his physical condition is such by reason of his disability that he can not carry on that training, and again returns to you for training in some vocation that he could carry on owing to his condition, I understood you to say yesterday that you could not give him the training.

Mr. MUNROE. You misunderstood me, sir, because we are doing that in hundreds, if not thousands, of cases.

Mr. TOWNER. I was wondering about that.

Mr. MUNROE. You must have misunderstood me, sir.

Mr. TOWNER. I should think that would not be an infrequent case.

Mr. MUNROE. It is a very frequent case, and a good share of the time of the local case boards is taken up in the consideration of such cases.

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Mr. TOWNER. I would like to have you explain to the committee the relation between the hospital cases and your work. For instance, take the case where a man has entered into training with you and his wound breaks out afresh, or tubercular indications are shown, or something of that kind interrupts his work; what is done in his case?

Mr. MUNROE. His case is immediately taken hold of by the Bureau of Public Health, which is working in the closest cooperation with us—in fact, all our medical staff now is assigned to us by the Bureau of Public Health—and he is sent back to the hospital, or his case is taken care of in a proper medical way until he is in a condition to resume his training, and while under that hospital care he receives the same compensation that he does while pursuing his training.

Mr. TOWNER. In other words, you treat him just as if he were still in training, on the supposition that he will resume his training?

Mr. MUNROE. Yes, sir; only, of course, the Bureau of Public Health assumes the responsibility for his care, not we.

Mr. TOWNER. Of course, I understand that; but there are, as I understood you to say, 30,000 or 40,000 of these men who would be entitled to training who are tubercular cases and ought to be in the hospital, and, in fact, a great many of them are. What is going to be done with those cases?

Mr. MUNROE. We have already established arrangements with the Bureau of Public Health by which we assume, under medical direction, the training of these men in the hospital itself, or in the close vicinity of the hospital, of all those cases where it is not felt by the doctors that it would be detrimental to the man to work for one or two or more hours a day. In that way we hope to hasten his training, so that when he does recover he will be just that much further along in his preparation for industrial earning.

Mr. TOWNER. The statement was made in the press not long ago that there were 15,000 or more of these tubercular patients that could not have any hospital training, although they were virtually dying for want of care and for hospital service. Have you any information regarding that matter?

Mr. MUNROE. I think I testified yesterday that before the law was passed there were something like 10,000 cases sent out from the camps, and of course a good many of those have been since picked up by the Bureau of Public Health, but I presume a great many of them are still at large, and until the amendment of July we had no responsibility whatever for the men discharged from the camps between April and October of 1917.

Mr. TOWNER. The committee realizes that you are not responsible for those conditions, but we want to know what you know with regard to the facts, if we can.

Mr. MUNROE. As I understand it—this is only on secondhand information—this bill now before the Congress asking appropriations for the building of a number of new hospitals for the use of the Bureau of Public Health is largely for the purpose of taking care of those cases.

Mr. TOWNER. It has been shown time and time again that there are plenty of hospital facilities in the United States. The only question is as to the utilization of them and securing them for the Government. It seems that the Bureau of Public Health or some other departments of the Government are insisting on immense appropriations for the

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building of hospitals that it would take two or three years to build, when there are an abundance of hospitals that could be used and are being offered to the Government, and there are a great many cantonments that could be utilized with a very small appropriation and would be very quickly available.

Mr. MUNROE. Of course, I can not speak with any firsthand knowledge about that.

Mr. TOWNER. I believe you recommended yesterday that the Government should—what was your first recommendation, Mr. Munroe?

Mr. MUNROE. I am pretty sure it was the removal of the salary limitation from the bill. I do not seem to have my documents here.

Mr. TOWNER. The removal of the salary limitation?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. That is, the granting of an appropriation in bulk, so that the salaries could be apportioned by the board.

Mr. MUNROE. May I say in connection that this morning I sent a communication to Mr. Good, chairman of the Committee on Appropriations, in answer to a number of questions he asked in regard to the numbers in training and so on, in which, at the suggestion of the board, I very strongly emphasized the importance of the removal of those salary limitations.

Mr. TOWNER. What was your next recommendation?

Mr. MUNROE. That every effort be made to put through promptly the so-called Kahn Bill giving the Department of War authority to turn over to us, so that we may lend them to the schools, a great amount of material that is not needed by the War Department and which is very sadly needed by those schools and colleges.

Mr. TOWNER. You mean these technical schools?

Mr. MUNROE. Yes, sir. The Department of War, of course, has a tremendous accumulation of all sorts of large and small tools and small motors and things of that sort that are of the highest value in the training of these disabled men. as I pointed out yesterday, we acquired about a quarter of a million dollars' worth of them under authorization of the Secretary of War until that was stopped, and since then we have been acquiring them by purchase.

Mr. TOWNER. Are not these technical schools to which these men are sent equipped with this kind of material?

Mr. MUNROE. Not for the large accessions of men we are sending to them. In many of these schools we are training from 100 to 300 disabled men in addition to their regular quota, and they have not the facilities for that sort of thing. Of course, many of the colleges, especially the older colleges, are not equipped as they should be for this form of technical training. They have competent staffs to teach, but in many cases they have not the equipment, and, of course, under present conditions it is absolutely impossible to purchase anything of that sort in the open market. It would be months and months before they could get deliveries.

Mr. TOWNER. What was your next recommendation?

Mr. MUNROE. I am sorry, Mr. Chairman, that the other stenographer has taken my document from which I was speaking last night, and I can not remember the order of the recommendations. I remember that one recommendation, whether it was the next one or not, that Congress give us authority to train men who entered the armies

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of the Allies before we went into the war, and then another recommendation was——

Mr. TOWNER (interposing). That is, make reciprocal arrangements with the Allies for the training of men who happen to be in this country who belonged to their armies, and, especially, I suppose, that would apply to the Canadians?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Do we not now have, while not an express reciprocal arrangement, perhaps an implied one by which those Americans who served in the Canadian Army are receiving training here in the United States without compensation?

Mr. MUNROE. It is done under the Elks' fund, Mr. Lamkin tells me.

Mr. TOWNER. You also recommended the foundation by the Government of a revolving fund to take the place of the Elks' revolving fund?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. What amount do you think would be required at this time or from this time on?

Mr. MUNROE. The Elks' fund is $200,000, and a few weeks ago the Elks were seriously considering asking the payment of that fund back to them. We put up very strong recommendations to them, and they were very nice about it and agreed to continue it for another year. Whether they will be disposed to do it beyond that time I can not say.

Mr. TOWNER. My question was as to the amount of money; would $200,000 be sufficient?

Mr. MUNROE. I think a quarter million dollars would be sufficient.

Mr. TOWNER. Even if that were provided, it would have to be paid to the Elks in large proportion.

Mr. MUNROE. Oh, no, sir——

Mr. TOWNER. In order to take up the $200,000 outstanding?

Mr. MUNROE. No, sir; the boys are paying back so well. I think I testified that between 80 and 90 per cent of the loans are promptly paid, so there would be only probably somewhere between 5 and 10 per cent for the Government to make good to the Elks.

Mr. TOWNER. Can you think of any other recommendations that you have in mind?

Mr. MUNROE. Only this matter of the hospitals. Of course, I had not your point of view when I made that recommendation, but the Bureau of Public Health has very strongly put it up to us that if we are to carry out this excellent cooperative arrangement, by which we are to train men in these public health hospitals, they must have an appropriation for the erection of these hospitals; but, as I say, I can not speak from direct information on that.

Mr. TOWNER. You spoke in your testimony yesterday of the fact that you had had a great deal of difficulty in securing legislation in order to make your work effective, particularly referring to the funds necessary. When you first came to Congress asking for an appropriation, you asked for $2,000,000, I believe.

Mr. MUNROE. There, let me say, if I may express myself more clearly than perhaps I did yesterday, it was not the total amount, it was the fact that we were required to budget that $2,000,000 which led to the difficulties that followed in the succeeding winter. If that

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$2,000,000 had not been budgeted, we would have had practically no difficulty in that first year.

Mr. TOWNER. When you found out that this difficulty existed, what steps did you take?

Mr. MUNROE. We brought it to the attention of Congress in the early part of December.

Mr. TOWNER. When you say, "brought it to the attention of Congress," what do you mean by that?

Mr. MUNROE. Put in a bill permitting the coalescing of these funds, through the proper channels.

Mr. TOWNER. What proper channels? Did you ever call it to the attention of the Education Committee that had introduced this legislation?

Mr. MUNROE. Mr. Holder tells me that Dr. Prosser, who was at that time the director, handled it directly with the Education Committee of both houses.

Mr. TOWNER. Did you not, in fact, make nearly all of your demands through the Appropriations Committee?

Mr. MUNROE. Not in that particular case, I think, sir.

Mr. TOWNER. Well, in all cases.

Mr. MUNROE. Where it was a question of appropriations, we went, naturally, to the Committee on Appropriations.

Mr. TOWNER. Did you appear before the Committee on Education with regard to these necessary changes in the law?

Mr. MUNROE. I, personally?

Mr. TOWNER. No; I mean the board.

Mr. MUNROE. I think that Dr. Prosser did or else brought it to individuals on the committee.

Mr. TOWNER. As a matter of fact, let me say this, that it was, in several instances, upon the suggestion or upon the application, really, of the members of the Committee on Education to the board, before we could receive any information regarding the matter, and the board seemed to be very loathe indeed to take the matter up with the committee that had originated the legislation and seemed to take the matter up, if they took it up at all, directly with the Committee on Appropriations.

Mr. MUNROE. I am very sorry——

Mr. TOWNER (continuing). When the changes that were to be made were changes in the law that ought to have originated with the Committee on Education, and the matter ought to have been brought before the Committee on Education. From the very start the Committee on Education has been very anxious, indeed, to make this legislation effective, and would have done and has done everything for the board that could be done in order to make it effective.

Mr. MUNROE. I have here a report, which has been put in my hands, of a hearing before the Committee on Education. It is dated January 34—I do not know whether that is January 3 or January 24, 1919, and at that hearing Dr. Prosser appeared and urged the coalescing of the funds and stated the situation.

Mr. ROBSION. What is that date?

Mr. MUNROE. It is January 34. I do not know whether it means January 3 or January 24. It is 1919. I see it is dated on the outside January 24.

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Mr. PLATT. Doctor, you spoke of efforts being made to clean up by sending out letters to the men and by having squads of men go out and see those who had not yet applied for training. When a man writes you and says he does not want training, what do you do? Do you keep him on the list and keep after him?

Mr. MUNROE. We put him on what you might call the reserve list, in case he should change his mind at any time, but take him out of the active list.

Mr. PLATT. I should think that his name ought to be crossed off, and not necessarily prohibited absolutely from having training, but that he ought not to be pestered all the time. I have had some complaints about the board keeping after people who do not want training, who are either employed or not in condition to take training.

Mr. MUNROE. I have no doubt we have been overzealous in the matter, but we felt it was better to err on that side than on the other.

Mr. PLATT. You pay no attention, apparently, to the letters written you; no one ever reads them or opens them, or pays any attention to the case. When men are taken sick and sent to the Public Health hospitals, their pay keeps on just the same as if they were in training?

Mr. MUNROE. After 30 days they are transferred to the Bureau of War Risk Insurance, but under the Sweet amendment they get the same amount that they would with us.

Mr. DALLINGER. Mr. Chairman, I was unavoidably absent yesterday and I do not know just what Mr. Munroe has testified to. I would like to ask if some one else is going to meet the specific charges that have been made against the board in regard to particular cases?

Mr. MUNROE. I dealt with that in my testimony yesterday. I think I answered each specific charge.

Mr. BURROUGHS. In the early part of your testimony, Mr. Munroe, you gave some figures. If they are convenient and readily accessible, I wish you would just verify these figures, because I am not sure I correctly got all of them. The figure you gave of total registrations, as of March 27, I take it, was 206,666.

Mr. MUNROE. I am sorry my document is not here, but that is my recollection.

Mr. BURROUGHS. Then, there is a figure which you gave for the total number with whom contact had been established on March 27, of 174,196?

Mr. MONROE. I think that was correct.

Mr. BURROUGHS. And 84.2 per cent of the total registration?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Then, there was another figure of 141,955 which was 81 per cent of the total registration—I did not get what that represented?

Mr. MUNROE. Those had been personally interviewed by the vocational advisors.

Mr. ROBSION. Indicated as being surveyed?

Mr. MUNROE. Personally interviewed, technically called surveyed.

Mr. BURROUGHS. There was a figure of 58,099, which, I understood you to say, was the number eligible for training?

Mr. MUNROE. The number for whom training had been arranged.

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Mr. BURROUGHS. And there was a figure of 4,466 that was the total number that had begun training in the month of March, was that right?

Mr. MUNROE. New cases, you mean; I think that must have been. That is about the average, between 4,000 and 5,000 a month going into training.

Mr. BURROUGHS. There is still a large number of these men who are said to be eligible for training who have not yet been examined at all, I suppose?

Mr. MUNROE. The 200,000 includes all the names that have come to us from all sources, the Red Cross and various other sources. Probably a large proportion of those not included in the other figures have not any desire for training and probably most of them have not any disability.

Mr. BURROUGHS. You have examined between 125,000 and 150,000 men, I believe, you said, actually examined between 125,000 and 150,000?

Mr. MUNROE. I think the figure you quoted was somewhat larger than that.

Mr. BURROUGHS. Yes; where the contact had been established, 174,196. That is the exact figure?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. I do not quite understand yet why there has been all of this delay and why there is still so much delay in getting a decision in a man's case?

Mr. MUNROE. Of course, the delay for the first 13 months was due to the fact that it required two decisions. We could not put a man in training until the Bureau of War Risk Insurance had decided that he was eligible to compensation.

Mr. BURROUGHS. Yes.

Mr. MUNROE. In fact, I should question very seriously if there is any important delay, delay that amounts to anything.

Mr. BURROUGHS. Did you hear the testimony of certain gentlemen who came here from the New York office, one at least, and I think two of them testified, one certainly testified to me that the average length of time was at least a month in getting a decision.

Mr. MUNROE. I would prefer that Mr. Lamkin, who is directly responsible, answer that question rather than myself. Mr. Lamkin will testify later on that point.

Mr. BURROUGHS. You personally do not know about that?

Mr. MUNROE. I have my opinion, but I should prefer to have the question answered by Mr. Lamkin, who is directly responsible for the personnel of the New York office.

Mr. BURROUGHS. You remember hearing this gentleman also say that the chief reason for the delay, in his opinion—he gave several reasons—but the chief reason was due to the fact that so many decisions had to be made in Washington?

Mr. MUNROE. He was entirely mistaken in that. No decisions have to be put up to Washington or have had to be put up to Washington since last fall, except in the cases of men whose courses are likely to occupy more than two years, or where the tuition is more than $500 a year. All other cases the district has entire authority to settle itself.

Mr. BURROUGHS. That has been the rule since last fall?

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Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Do you recall the time, was it soon after this amendment in July?

Mr. MUNROE. It was impossible to give any such authority to the district until after the amendment.

Mr. BURROUGHS. Do I understand you to say to the committee that such authority was given to the district office immediately following the passage of the amendment?

Mr. MUNROE. As soon as the reorganization which was necessitated by the salary limitation had taken place. Of course, that meant a considerable readjustment of all the districts and all the work.

Mr. BURROUGHS. As you understand it now, the district office has final authority?

Mr. MUNROE. Absolutely.

Mr. BURROUGHS. Except in the cases which you mention?

Mr. MUNROE. Except in the two cases I have mentioned.

Mr. BURROUGHS. What proportion of all cases would be governed by those exceptions, would you say?

Mr. MUNROE. As to the tuition it would be infinitesimal, probably not half a dozen cases in the whole country, and as to the other, this is merely a guess on my part, I should say that it would not be over 5 per cent.

Mr. BURROUGHS. Who determines the question of eligibility, where is that determined?

Mr. MUNROE. Eligibility for training?

Mr. BURROUGHS. Yes.

Mr. MUNROE. As I say, except in those cases, it is determined in the district office under general regulations originally laid down in what we call "Miscellaneous, 150."

Mr. BURROUGHS. Is the eligibility question determined by a district officer or by a central board officer located in the district office?

Mr. MUNROE. There is a local board that considers the case with a member from the central office with authority to give the cachet from Washington that it can go through; it does not have to be sent to Washington at all.

Mr. BURROUGHS. The final O. K. on the thing is made by a central board agent in the district office?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. What have you to say to the charge made by Mr. Littledale that some 65,000 or 70,000 cases were thrown out by what he calls the eligibility squad?

Mr. MUNROE. I testified to that yesterday and gave the figures showing that large numbers of those were duplicates and, of course, naturally were thrown out. Another large number—I think I have that here—53,000 of these cases had been transferred to another district.

Mr. BURROUGHS. What do you mean by that?

Mr. MUNROE. They were duplicates. The boy had appeared in one district and his case had been transferred to another district and they had neglected to take his name off the first district list.

One thousand five hundred and seventy-five cases had been opened in the district office in error. A large proportion of these were duplicate cases, again, duplicates in the office themselves, they

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had the same man's name twice. The eligibility squad closed 35,431 cases and 12,923 cases had previously been closed by the central office, making a total of 48,534 cases which had been closed for the following reasons:

The man had died.

The man had reenlisted in the service.

The man had not been discharged from the Army, but had been placed on the retired list at once, therefore not eligible for training under the law.

The man stated that he did not desire training.

The man requested that his case be closed and that no more letters be written him.

The man was apparently not interested in training as evidenced by his failure to reply to several letters.

The man could not be located. Inquiry at the office of The Adjutant General in Washington, the Bureau of War Risk Insurance, the local Red Cross, the American Legion, and other agencies had failed to discover his present address.

The man was carrying on successfully in employment and was not in need of training.

The man had no disability and claimed no disability. There were thousands, I might say, brought to us by the local Red Cross where the man never had any disability.

The man's disability was a negligible handicap, and therefore he did not come under the law.

The man's disability was a minor disability and he had stated that he was not interested in section 3 training.

The disability existed prior to enlistment and was not aggravated by service and he was, therefore, not eligible for training under the act.

The man was in the Army only a few days, having been discharged from draft.

The information in the man's folder was so meager that contact with the man could not be made on the basis of this information; we could not locate the man at all. Of course, there were cases where they had the same name and it was a very difficult thing with those common names to actually locate the man.

The man had left the country.

The man had not been discharged under honorable conditions. A great many of those were thrown out.

Mr. BURROUGHS. How many men made up the eligibility squad?

Mr. MUNROE. They varied in the larger districts. What was the number, Mr. Lamkin?

Mr. LAMKIN. Twenty.

Mr. MUNROE. That was subdivided for the smaller districts.

Mr. BURROUGHS. Was there not a medical member on the staff?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. On every staff in every district?

Mr. MUNROE. That is not true in every district. Where the medical reports had already been made and where there was not a medical man on the eligibility squad they were to accept the medical report.

Mr. BURROUGHS. Did they accept the medical report?

Mr. MUNROE. Yes, sir.

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Mr. BURROUGHS. In a good many cases they absolutely overruled the medical report?

Mr. MUNROE. So far as I am aware they did not overrule the medical report.

Mr. BURROUGHS. In a number of instances where the medical report showed a major disability this eligibility squad found that there was simply a minor disability?

Mr. MUNROE. I am not aware of any such cases.

The cases that Mr. Littledale cites I will just run over.

Case 670. The man has fallen arches. The medical decision is that the disability was aggravated in the service. Three doctors classified him as a major case.

I am quoting from Mr. Littledale.

The eligibility squad overrules that classification. The squad gives him a negligible handicap and refuses him training pay.

The facts show that at the time this case was reviewed by the eligibility squad the folder contained two medical examinations, one by Dr. Tracy, of the New York office, and one by the Army medical officer who examined the man at the time of his discharge. Dr. Tracy's examination stated that the disability was a major disability and constituted a major permanent handicap which was aggravated by service. The Army medical examiner stated that the disability was third-degree flat feet which was not aggravated by service.

On account of the conflicting medical reports the central office case board representative had to choose between two suppositions. The man's enlistment record showed that he was discharged from draft after being in camp only six weeks during the fall of 1917 and that he was never accepted for enlistment in the Army. Both medical opinions show that the disability uudoubtedly existed prior to enlistment and that he carried on successfully before entering the Army in spite of this handicap, which consisted of flat feet, and the record showed that for two years since being rejected from the draft he had been employed as a car painter and stenciler. In view of the undeniable evidence that the disability existed prior to enlistment, and in view of the fact that the man had successfully carried on for two years following his brief stay at a military camp, the central office case board representative ruled that the man was not eligible for training under the conditions of section 2 of the vocational rehabilitation act.

The handicap rating was not changed from major to negligible and the man denied training on the ground that his disability was aggravated by service.

Mr. Littledale also cites the case 13192. Mr. Littledale said:

The man's occupation is a clerk. He was wounded and is suffering from epilepsy. Medical opinion classifies him as a major case. The eligibility squad overrules that. The squad calls him a minor case and refused him training with pay.

The facts in this case show that at the time this case was rated by a member of the eligibility squad there was no evidence in the man's folder that he was suffering from epilepsy and the file contained no rating by any member of the district medical staff. The folder contained an old medical examination stating that the man's disability was a slight limitation on the movement of his right arm. Inasmuch as the man prior to enlistment was employed as a clerk it was not considered that he was suffering from a major occupational

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handicap and it was ruled that he was not eligible for section 2 training.

Mr. Littledale cites the following case:

Case 27675. The man is suffering from dementia præcox,; medical opinion classifies him as a major case. The eligibility squad overrules that; calls him a minor case and refuses him training with pay.

The facts in this case show that no ruling was made by the eligibility squad, the decision having been previously made by the central office. The official report from the Navy Department shows that the man was not discharged, but was placed on the inactive list on account of flat feet. The man was placed on the inactive list in December, 1918. An examination made 11 months later at the office of the Federal board showed that the man was suffering from hepephrenic dementia præcox. There was some doubt as to the feasibility of training even if the disability were aggravated by service and there is no evidence to show that this mental disability was related in any way to military service. Inasmuch as this case presented many difficulties it was forwarded to the central office in Washington for a ruling and section 2 training was disapproved by central office because it was considered that the man's disability was not due to service and that the man was, therefore, ineligible under the conditions of the law. This ruling was made by the central office in Washington, and not by a member of the eligibility squad as stated in the Evening Post.

Then the figures which Mr. Littledale gave in regard to the alleged throwing out of cases—I will just give a few, it is not necessary to give them all—the Boston office was reduced from 10,568 to 7,255. The reason for this was that 1,671 cases had been transferred to another office and 38 cases were duplicates or canceled cases; 1,604 were ineligible under the evidence presented. New York was reduced from 31,191 to 16,041. The reason for this was that 9,714 men had been transferred to other offices, 395 cases were duplicates, and 5,041 were thrown out because the evidence showed that the men were not eligible for training under the law, and the same applies to all the other offices.

Mr. BURROUGHS. Have you personally any acquaintance with the business of the New York office?

Mr. MUNROE. Do you mean the actual financial running of the office?

Mr. BURROUGHS. No; I mean the actual running of the office.

Mr. MUNROE. I have visited the office many times.

Mr. BURROUGHS. Have you ever looked into its management or control?

Mr. MUNROE. Each time I go there I talk with the heads of the different divisions and get as good a view as one can in half a day's visit.

Mr. BURROUGHS. Is it your opinion that the New York office is run as it should be run?

Mr. MUNROE. I think it is now. It was not for quite a long time after it was started.

Mr. BURROUGHS. Are you satisfied that the New York office is now on such a basis as it ought to be on?

Mr. MUNROE. I think that it is rapidly getting to that basis; yes, sir.

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Mr. BURROUGHS. You think that the morale in the New York office is up to the standard?

Mr. MUNROE. It depends upon what one calls the standard.

Mr. BURROUGHS. Is it up to what you would consider a proper standard?

Mr. MUNROE. I think there are still changes that should be made there in order to bring it to the highest standard.

Mr. BURROUGHS. What changes would you recommend there?

Mr. MUNROE. I think certain subordinates there should be transferred.

Mr. BURROUGHS. You would confine it to subordinates?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Why?

Mr. MUNROE. Because I think the difficulty, if there is any lack of pulling together there, is due to the disaffection of some of these subordinates.

Mr. BURROUGHS. You think that Mr. Clark is fully competent to handle the office?

Mr. MUNROE. I should say yes.

Mr. BURROUGHS. In every way?

Mr. MUNROE. I think it should be stated here that for the salaries which we are able to offer the district vocational officers you can not get the ideal executive, because I think such a man would command anywhere from $15,000 to $25,000 or $30,000, but with what we are able to offer I think we have good men.

Mr. BURROUGHS. Now, you have brought that up, I should like to go into that a little.

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Is it in your opinion true that it is impossible to get the type of man that you need, the type of man who can render the best and most efficient service in this work, that it is impossible to obtain that man without paying him a salary like what he perhaps might receive out in the industries?

Mr. MUNROE. I do not think that it would be necessary to offer a man $20,000 or $25,000, but I think to get the type of man to handle a complicated situation such as is presented by the New York office, a situation involving large financial responsibilities and very difficult and complicated human problems, that you ought to be able to offer a man at least $7,500 and, better, $10,000. Then, I think that you could get a man of large experience who should be willing to come at considerable financial sacrifice for the sake of doing the work, but with what we are able here to offer under the salary limitation, I do not believe that we can get that type of man; it represents too great a sacrifice on his part.

Mr. BURROUGHS. How about these advisors, are you able to get the right type of man for advisor in the district offices at the salary limit in the law?

Mr. MUNROE. No, sir; except, of course, we have got a number of very extraordinary men who are doing a fine piece of work, but simply because they are willing to throw themselves into the work with that small salary for the sake of doing it, but where we need large numbers, as we do, it is impossible to expect that motive to hold in many cases.

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Mr. BURROUGHS. Such men do have large responsibilities, do they?

Mr. MUNROE. In one way they are the most responsible men of all. They come into close personal contact with the soldiers. To the soldiers he is the Government of the United States. They, as a rule, do not come in contact with any other man representing the Government, except this one man. You gentlemen saw from your own experience with these witnesses how complicated these problems are. There are all sorts of social questions that come up, all sorts of questions growing out, particularly, of his physical and mental condition, which involves his point of view, and so on, and you have got to have a type of man who will get at the real kernel of that man's need, and who knows enough of the whole field of industry to be able to give him successful advice as to his future, and who has a sufficient knowledge of human nature to know what is real and what is just passing and ephemeral in the man's state of mind. Then, when you get that man into a school or into an industry, you have got to have a man who knows enough about education and about the industry to be able to go into that department and to speak with authority as to whether or not the people in charge of the department are giving that boy a square deal. A man who is not competent of course, simply makes a fool of himself when he tries to criticize the education or the training of one of these men. He has got to speak with some authority and that means a man of experience and a man of pretty large caliber. For $2,400 we have, as a rule, to take young men of very little experience with either the human problems or the industrial problems, and it is amazing to me that under these limiations our men are doing such fine work as they are. A majority of them are throwing themselves into the work, heart and soul, and making up in zeal for what many of them lack in experience.

Mr. BURROUGHS. What effort has been made to obtain men of the type you mentioned for this work?

Mr. MUNROE. We are on the lookout all the time through State officers and various other people who are likely to know men of that stamp and recommend them to us. Then, of course, with the American Red Cross and the American Legion we are now endeavoring, as far as possible, to get ex-service men in those positions.

Mr. BURROUGHS. Is a like effort being made to obtain men for the follow-up work? There seems to be a need for them very much, especially in the New York district?

Mr. MUNROE. The plan is, as the work of advising slackens off, to take these men who have had experience with the problem and gradually transfer them to the problem of follow-up.

Mr. BURROUGHS. In the meantime what, if anything, is being done?

Mr. MUNROE. We are getting men as fast as we can obtain them. It is almost impossible to get men who can go into a school or an industry and talk with authority in regard to the training of the men, and it is foolish to send anybody else into such a place.

Mr. BURROUGHS. You say that it is impossible to get men to do that work?

Mr. MUNROE. At the salaries that we are able to offer; yes, sir; because in these days a man can get very much more than $2,400 in a position that involves very little responsibility on his part.

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Mr. BURROUGHS. That is true, no doubt; but I have had in mind that it would not be a tremendously difficult thing to appeal to the right type of man. This work makes an appeal, I think, to the type of man that you speak of?

Mr. MUNROE. But those men have been giving themselves, a great many of them have been giving themselves at great sacrifice, practically ever since the war started. A large number of them who would have been available while the war was on for service of that sort have got to go back to earn money for themselves and their families. They feel that they have done their share of service to the country and that they have got to take care of themselves. We find that attitude very common throughout the country, and it is a very natural attitude.

Mr. BURROUGHS. You spoke about the Elks' fund. I do not know that it has been brought out here at all in the course of this investigation, just how that Elks' fund is being administered, on what terms it was placed in your hands?

Mr. MUNROE. It was, of course, impossible to put it into our regular funds, because under the law it could not have been used except for the purposes of the law.

Mr. BURROUGHS. It is a separate fund?

Mr. MUNROE. Absolutely, and was handled by Dr. Prosser, so long as he was with the board.

Mr. BURROUGHS. It was placed with Dr. Prosser by the Elks' organization?

Mr. MUNROE. Yes, sir. The board has absolutely no official knowledge of it.

Mr. BURROUGHS. What were the conditions that were imposed?

Mr. MUNROE. There were practically two funds. One was a gift fund that the Elks did not expect to get back. That covers such cases as the boys who fought with the Allies and that we could not take care of under the law. A larger fund is the loan fund, a loan for the boys to tide them over in the weeks before they can receive their regular pay checks from the board. As I have already stated, between 80 and 90 per cent of that is paid back very promptly.

Mr. BURROUGHS. Does the Elks organization have any oversight whatever or check upon its administration?

Mr. MUNROE. Yes, sir. Reports are made at short intervals to the organization just how the money is being used.

Mr. BURROUGHS. As far as you know, is the Elks organization satisfied with the administration of this fund up to this time?

Mr. MUNROE. The only way that I can judge is by the fact that at some meeting of the officers of the Elks, a few weeks ago, out, I think, at Indianapolis, the question of continuing the fund for another year was brought up, and Gov. Tanner and a Mr. Fanning, who are in direct charge of the fund, were so far satisfied with the work that they recommended, and it was adopted by the Elks organization, a continuation of the plan for another year.

Mr. BURROUGHS. You spoke generally about the hard-boiled order, so-called. Do you know, as a matter of fact, that any such order had been sent out by the board?

Mr. MUNROE. By any official of the board, as I understood you?

Mr. BURROUGHS. Yes, sir. There was a statement in printed form, however, was there not?

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Mr. MUNROE. Typewritten.

Mr. BURROUGHS. In typewritten form. Did you ever see that statement?

Mr. MUNROE. Not until I saw it published in the New York Post.

Mr. BURROUGHS. Do you have any knowledge of its origin?

Mr. MUNROE. Only the report that was made to me by the chief of the Vocational Rehabilitation Division.

Mr. BURROUGHS. To your knowledge, was it ever a basis of action by the board or by any official or subordinate of the board either here or anywhere else?

Mr. MUNROE. No, sir; absolutely no.

Mr. BURROUGHS. Did you ever hear in the office from the chief or from anybody else any such sentiment expressed as seems to have been expressed in that so-called hard-boiled order?

Mr. MUNROE. No, sir; it was absolutely contrary to the whole attitude, spirit, and temper of the organization from top to bottom.

Mr. BURROUGHS. I believe you spoke in your testimony about there being some 8,000 men who had been waiting varying periods from two months to six months, and perhaps more, at the time of the passage of the amendment, in July a year ago?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. July, 1919?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Was that right?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. You spoke about the effort that had been made by the board for some form of cooperative action between the board and the War Risk Insurance Bureau prior to your seeking that amendment?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. And that all such efforts had proved futile?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. That was during the incumbency of Mr. Lindsley?

Mr. MUNROE. Col. Lindsley; yes, sir.

Mr. BURROUGHS. For how long a time were those efforts continued?

Mr. MUNROE. From the very beginning. In fact, just before the law was passed we sent a formal communication to the War Risk Insurance Bureau, pointing out the necessity of close cooperation in working out the law, urging them to interpret it, as we proposed to interpret it, in the liberal spirit in which we knew and believed that Congress intended it to be interpreted, and pointing out to them that the interpretation involved their paying the man not merely the $30 a month actual cash pay, but a sufficient sum that would maintain him while taking the training; and also pointing out to them, in view of the fact that they must determine the compensation from the point of view of many factors other than that of the need of training, whereas we had only to consider one question, the necessity of these disabled men having training in order to go back into industry, that they should therefore interpret the law, as we thought it should be interpreted, on the basis of the man's eligibility for compensation rather than on that of his being in actual receipt of compensation.

Mr. BURROUGHS. You ascertained to your own satisfaction pretty soon after the law was passed, possibly even before the law was

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passed, that the bureau was going to take a different attitude than the Federal Board was taking with reference to the interpretation of the statute?

Mr. MUNROE. Of course, there were comparatively few men to be dealt with in the beginning. As I pointed out, I think, for a long time we carried on a cooperative plan that was not officially recognized by the bureau.

Mr. BURROUGHS. How long was that?

Mr. MUNROE. That was up to January or February.

Mr. BURROUGHS. From the time the law was passed in October?

Mr. MUNROE. Yes, sir. It was about that time—I do not remember just when Col. Lindsley came in—but apparently he placed a stricter interpretation on the law than we did.

Mr. BURROUGHS. Was that cooperative plan satisfactory?

Mr. MUNROE. It did the business; yes, sir.

Mr. BURROUGHS. That is to say, there was no delay occassioned during those months?

Mr. MUNROE. No, sir.

Mr. BURROUGHS. Up until about January?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Everything was going along smoothly because of your cooperative plan which you had devised, which was, perhaps, extra-legal, but which was getting the results?

Mr. MUNROE. Yes, sir. Then, of course, another thing, if I may continue, in January, was the fact not only that the bureau put a stricter interpretation on the law but also the fact that under the order of December 31, 1918, the boys were coming out in perfect shoals from the Army, so the bureau was absolutely swamped; they could not take care of them at all.

Mr. BURROUGHS. I understood you in your testimony—I may be wrong, and if I am I want you to correct me—I understood you to say that about May, if my memory is right, you first asked for the amendment to the law?

Mr. MUNROE. We held conferences from this time in January when the situation began to be critical, almost every week. We would go to the bureau or the officers of the bureau would come to us, and we would talk over the situation and we would urge, formally and informally, their more liberal interpretation of the law. It would then be put up to their legal advisors and they would decide that it could not be interpreted in the way that we wished it. Then we began to send every few days some inquiry as to why they interpreted the law as they did and why they varied their interpretation from one week to another week, and urging some kind of a cooperative arrangement, and each time explaining to them that unless something of that sort was done we would have to ask for a divorcing from them. At each of these conferences Col. Lindsley would urge us to try to keep along as we were, that he was sure the thing would come out all right. Finally, about the middle of April, under authority of the board, I wrote the letter to Assistant Secretary Shouse, which I read yesterday, covering these points of disagreement and the difficulty between us. Nothing happened within a week or 10 days and Secretary Houston, the chairman of our board, wrote a letter to Secretary Glass, who was at that time the Secretary of the

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Treasury, and the result of that letter was the putting in of a joint request for legislation divorcing us from the bureau.

Mr. BURROUGHS. That was about the 1st of May?

Mr. MUNROE. My letter was sent about the middle of April.

Mr. BURROUGHS. When you actually prepared the amendment and started proceedings for the amendment?

Mr. MUNROE. It was useless to ask for an amendment to the legislation until the War Risk Insurance Bureau was willing to cooperate with us in asking; otherwise it would have been impossible.

Mr. BURROUGHS. It was around the middle of April when you actually started proceedings for the amendment?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. When you gave up all further cooperative action with the bureau and started to get a change in the law?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Why had you not done that earlier?

Mr. MUNROE. Because of the constant hope held out to us by Col. Lindsley that we would be able to straighten the thing out without legislation.

Mr. BURROUGHS. What reason did you have for thinking that you could come to any understanding when his interpretation was one way and yours another?

Mr. MUNROE. Because he always held out the hope to us that the bureau might see the thing differently. It was one of those cases where you have to do a thing gradually, because we had to bring them around to the state of mind where they would act with us and ask for legislation; it was not a thing that we could force on them.

Mr. BURROUGHS. Were you not convinced long before May that something would have to be done in the way of legislation?

Mr. MUNROE. I think I so expressed myself to Col. Lindsley one of the first times that I met him.

Mr. BURROUGHS. What reason did he give you for thinking that it was not necessary?

Mr. MUNROE. He maintained that he had found the bureau in a great state of confusion when he took hold of it, and I think he made the public statement that in four or five weeks he would get it all straightened out. It was in the hope that he would get it all straightened out and the thing would go through all right that we held off.

Mr. BURROUGHS. Here were these boys' cases piling up by the thousands. As I understand you, the matter had gone along all right from about January, the beginning of January, until the middle of April or the 1st of May and that then there were some 8,000 cases that had accumulated?

Mr. MUNROE. They did not begin to pile up very seriously until about April.

Mr. BURROUGHS. You say the only reason you did not act earlier because Col. Lindsley held you off by saying that he thought the matter could be arranged otherwise?

Mr. MUNROE. The bureau was in great confusion, because of this great outpouring of men and he thought that he would get it straightened out in a few weeks and that we could come to some cooperative arrangement without the necessity of asking for legislation.

Mr. BURROUGHS. As I understand it, the board has two functions, that is to say, there is the function of vocational education proper and then there is the rehabilitation section?

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Mr. MUNROE. Yes, sir. The board was created originally simply to carry out the vocational feature.

Mr. BURROUGHS. That means that there are men on two pay rolls there?

Mr. MUNROE. No; there is no man on two pay rolls. There are ix or seven men who would have to perform functions of both divisions in the auditing department, bookkeeping, and that sort of thing, and the clerk to the board, and so instead of putting new officers on those duties we asked the existing officers to do double duty and we split their salaries, after having secured a ruling from the comptroller that that was a proper thing to do.

Mr. BURROUGHS. You have the so-called split pay roll?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. And they get a salary from each?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Would you say that it is not a full salary from each?

Mr. MUNROE. No, sir; it is the old salary split in two, payable from two different appropriations.

Mr. BURROUGHS. Is it or is it not a fact that men in the service of the board who are doing purely vocational educational work are on the payroll of the rehabilitation division?

Mr. MUNROE. No, sir.

Mr. BURROUGHS. It is not true?

Mr. MUNROE. No, sir.

Mr. BURROUGHS. Would it be possible to have a statement submitted to the committee showing the names of the staff members and clerks who are doing purely educational work? You say there are none on the payroll of the vocational board?

Mr. MUNROE. Not that I am aware of.

Mr. BURROUGHS. Or the rehabilitation board?

Mr. MUNROE. Not that I am aware of.

Mr. BURROUGHS. How long have you been connected with the board?

Mr. MUNROE. From its establishment in July, 1917.

Mr. BURROUGHS. Will you kindly name the chiefs of the rehabilitation section since you came on it?

Mr. MUNROE. The first chief was Dr. J. A. C. Chandler, who resigned in order to take the presidency of the College of William and Mary; the next chief was D. H. L. Smith, who had been loaned to us by the University of Indiana; he was in charge of the educational department there and was obliged to return, under the original agreement, at the opening of the fall term in 1919; and the present chief, Mr. Lamkin, who has been the chief since that time.

Mr. BURROUGHS. You have no women employed on the board?

Mr. MUNROE. Women?

Mr. BURROUGHS. Yes, sir.

Mr. MUNROE. A large number in the clerical staff; yes, sir.

Mr. BURROUGHS. I did not know that.

Mr. ROBSION. You have women employed where?

Mr. MUNROE. The clerical and stenographic force is almost wholly women.

Mr. BURROUGHS. Have you any women employed in responsible positions in the board?

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Mr. MUNROE. Only in the division of vocational education.
Mr. BURROUGHS. How about the rehabilitation division?
Mr. MUNROE. None.
Mr. BURROUGHS. Is there any reason for that?
Mr. MUNROE. Simply because in dealing with young men it seemed important to have men.
Mr. BURROUGHS. You stated, I think, yesterday, that half of the actual employees are ex-service men?
Mr. MUNROE. Fully half.
Mr. BURROUGHS. That is true?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. How many of them saw actual service?
Mr. MUNROE. I can not say offhand; I could get the figures for you.
Mr. BURROUGHS. Do you know how many were Y. M. C. A., Red Cross, or K. of C. workers and how many were real soldiers?
Mr. MUNROE. Real soldiers, all of them.
Mr. BURROUGHS. All of the 50 per cent?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. I think you spoke of some 96 of the male employees being discharged soldiers?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. How many of them have been re-educated?
Mr. MUNROE. They did not need it.
Mr. BURROUGHS. They were disabled men?
Mr. MUNROE. Yes, sir; but they were carried on without being re-educated. I said 96. That was the number known to us. There may be others disabled. We never made any canvas of the situation. Some of the other ex-service men may have been disabled and we not know of it.
Mr. BURROUGHS. You spoke of Mr. Lamkin recommending appointments and the board acting upon the recommendation?
Mr. MUNROE. Staff appointments.
Mr. BURROUGHS. That was the procedure?
Mr. MUNROE. With staff appointments; yes, sir.
Mr. BURROUGHS. Did Mr. Lamkin recommend the appointment of Mr. Clark?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. That was upon his own initiative, without any suggestion from anyone, as far as you know?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. Mr. Holder, I think, yesterday testified, or somebody did, that Mr. Clark's salary had been increased to $4,000 but that he was not yet drawing it?
Mr MUNROE. Mr. Lamkin will have to answer that; I am not familiar with it.
Mr. BURROUGHS. I think that is all at present.
Mr. TOWNER. The hearings will be adjourned until 1 o'clock this afternoon.
(Thereupon, the committee took a recess until 1 o'clock p. m.)

AFTER RECESS.

The committee reassembled, pursuant to recess, at 1 o'clock p. m., Hon. Horace M. Towner presiding.

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Mr. TOWNER. The committee will be in order. Before going on with the testimony I want to call attention to a letter which I just received on the mail that came in just before noon. This letter is written by a service man, who is a lawyer and who used to live in my district in Iowa, and now lives in Phœnix, Ariz. He writes me a letter protesting against the proposed bonus bill and then he makes this statement, which I will want to put in the record as an indication of how widespread the feeling is that the board or somebody is responsible for unusual delays with regard to the benefits provided for the disabled service men. This is what he says in his letter, after discussing the bonus proposition:

Whi'e it does not concern the Fordney bill, I would suggest that some pressure be brought to bear upon the heads of departments having to do with disabled service men. The hardships of these men and their families in many cases are receiving no attention whatever. The dilatory tactics of those having the relief of disabled men in charge is disgusting, and in many instances the men and their families grow discouraged and give up in their efforts to secure aid which is justly due them. If a real service is to be done, let it be done on behalf of these men.

You may resume, Mr. Munroe.

STATEMENT OF MR. JAMES P. MUNROE—Resumed.

Mr. ROBSION. Mr. Munroe, I have lost in my memory the exact date on which you became associated with the board. Would you state that again?

Mr. MUNROE. It was in July; I think it was the 21st of July, 1917.

Mr. ROBSION. And your service has been continuous up to this date?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Have you occupied the same position in the board all the time?

Mr. MUNROE. I was elected vice chairman at the first organization meeting which I think took place on that date.

Mr. ROBSION. Your suggestions of improvements relate to outside agencies, that is, to Congress?

Mr. MUNROE. To legislation to be passed by Congress.

Mr. ROBSION. You have no suggestion as to the improvement of the central office?

Mr. MUNROE. Except as improvement would come with the removal of the salary limitations. That would tend to an improvement.

Mr. ROBSION. So far as you can see it, there is nothing that the central office can do to improve the service or to become more efficient in administering the laws as they are now written?

Mr. MUNROE. Of course, I am not so foolish as to maintain that our organization, any more than any other Government body, is absolutely perfect.

Mr. ROBSION. I say so far as you see you are unable to make any suggested improvement there?

Mr. MUNROE. Except we are always strengthening the office in every way we can.

Mr. ROBSION. Would that apply to the New York office?

Mr. MUNROE. In regard to possible improvement?

Mr. ROBSION. Yes.

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Mr. MUNROE. I stated this morning that I thought the morale would be improved by some shake up there.

Mr. ROBSION. Who do you have in mind that ought to be shaken up?

Mr. MUNROE. Two or three of the staff there, I think, are making more or less trouble.

Mr. ROBSION. Who are they?

Mr. MUNROE. Mr. Lamkin could give the names better than I could, but it is my general impression that there is some lack of cooperation there.

Mr. ROBSION. They are a part of the staff there, and, of course, hold responsible positions. Can not you give the names?

Mr. MUNROE. I would prefer not to do so because it is a question of administration which Mr. Lamkin is responsible for rather than myself.

Mr. ROBSION. I would like to get it into the record at this time in view of some other matters I desire to ask you. I wish you would inquire of Mr. Lamkin now and let it go into the record.

Mr. MUNROE. Are you prepared to make any statement? (After a pause.) Mr Lamkin apparently is not.

Mr. ROBSION. If you can not give the names, how can you say there ought to be a shake-up there?

Mr. MUNROE. Because it is my general impression that there has been more or less friction there, which I believe would probably be disposed of by the removal of some of the men.

Mr. ROBSION. You were present here during all of the hearings, were you not?

Mr. MUNROE. Most of them; yes, sir.

Mr. ROBSION. When Mr. Clark testified?

Mr. MUNROE. Most of the time; yes, sir.

Mr. ROBSION. When Mr. Meyer and Mr. Ives and Mr. Noyes testified. There are those four men who related the situation in New York, did they not?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Didn't you gather from their testimony what the trouble was at New York so far as morale goes?

Mr. MUNROE. As far as I could gather from their testimony I should think that Mr. Meyer and Mr. Ives should be transferred.

Mr. ROBSION. What about Mr. Noyes?

Mr. MUNROE. I do not think Mr. Noyes—I think he is all right.

Mr. ROBSION. But he did give substantially the same evidence that Mr. Ives gave, did he not?

Mr. MUNROE. Mr. Noyes is a gentleman of quite a different disposition.

Mr. ROBSION. But so far as discussing conditions in the New York office, there is very little difference in the testimony Mr. Noyes and Mr. Ives gave?

Mr. MUNROE. Yes, sir; but Mr. Noyes is of a cooperative nature and the other two gentlemen are not. That is, judging from their attitude.

Mr. ROBSION. They, at least, are the men that have come before the committee at the request of the committee and have detailed the conditions in the New York office and you feel ought to be relieved and transferred?

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Mr. MUNROE. No, sir; because I do not think that Mr. Noyes should be transferred.

Mr. ROBSION. I say Mr. Meyer and Mr. Ives.

Mr. MUNROE. I do.

Mr. ROBSION. Well, from the appearance of the men here and their testimony, their knowledge of the work there, were you not impressed with the fact that Meyer and Ives appeared to be better trained, and have the work in hand better than Mr. Noyes?

Mr. MUNROE. No, sir; I did not gather that impression.

Mr. ROBSION. Now, Mr. Munroe, after hearing the testimony of Mr. Noyes who you say is all right, are you not convinced that there is something radically wrong in the New York office?

Mr. MUNROE. I am convinced that there was something wrong there for the early part of the history of the office and that it is being very rapidly cleared up.

Mr. ROBSION. Did not Mr. Noyes bring the condition right down to April, 1920?

Mr. MUNROE. I still say that I think Mr. Noyes is of a proper state of mind and would not make trouble in the office whereas I think the other men would.

Mr. ROBSION. But if Mr. Noyes is a good man and unbiased, unprejudiced, and is that type of man that you describe him, when he makes the charges that he makes, that are substantially the same as Mr. Meyer and Mr. Ives make, can we escape the conclusion that there is something radically wrong in the New York office as late as April 1, 1920?

Mr. MUNROE. I think Mr. Noyes is mistaken in his conclusions. That is the way I size him up.

Mr. ROBSION. But, Mr. Munroe, he did not testify as to conclusions; he stated the conditions, the facts.

Mr. MUNROE. I shall have to read his testimony, really. I only heard part of it.

Mr. ROBSION. Would you, before Mr. Meyer and Mr. Noyes stated the facts of the situation and conditions there—do you know anything that would cause either Mr. Noyes or Mr. Ives, and Mr. Meyer to come before this committee and willfully commit perjury?

Mr. MUNROE. No, sir; I do not think they would commit perjury. I think they simply saw things in the rather warped way that people do if they think they are not being given proper consideration.

Mr. ROBSION. But Mr. Griffin and a great many other witnesses that appeared here all seem to have found the same condition existing there in the New York office.

Mr. MUNROE. Of course, Mr. Griffin testified to a time practically anterior to the July 11 legislation.

Mr. ROBSION. Now, Mr. Noyes and these other witnesses put the blame for the failure of the office there on Mr. Clark. Might that not have some weight in influencing you to feel that perhaps Mr. Clark is responsible for conditions there?

Mr. MUNROE. I should have to read their testimony carefully before I gave my opinion in the matter.

Mr. ROBSION. If I have understood you, you never spent more than half a day at any one time in the New York office, did you?

Mr. MUNROE. At times I have spent the whole of one day, or even two successive days.

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Mr. ROBSION. Did you do in your visits to the New York office as Mr. Noyes and Mr. Meyer stated that they did, that they went right into the files there and looked into the many individual cases to learn the true conditions there?

Mr. MUNROE. No, sir; I did not examine the files, but I questioned the persons in charge of the files as to the situation.

Mr. ROBSION. The persons in charge of the files would be rather supposed to give themselves a clean bill of health, would they not?

Mr. MUNROE. I did not consider it the duty of a member of the board to go into details of that sort. Our duties are more of a general character rather than of a detailed administrative character.

Mr. ROBSION. But you must admit, must you not, Mr. Munroe, that Noyes and Ives and Meyer and a great many of the other witnesses that testified had a better opportunity to know conditions in the New York office than you had yourself?

Mr. MUNROE. If their opinion was unbiased.

Mr. ROBSION. I am not speaking as to their opinion, but where they undertook to detail the facts. You, as the head here in the central office, in your visits to New York, your information, whatever you had, was merely information from the heads, was it not, to a large extent?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. And it had to be largely confined to that, did it not?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Now, say that a young man should go into the New York office and register and contact should be made, what would you say, on an average, would be a reasonable time upon which to pass on that fellow's case?

Mr. MUNROE. It would depend entirely on the complications of the case.

Mr. ROBSION. As a general rule.

Mr. MUNROE. What do you mean by pass; get him into training?

Mr. ROBSION. Have it determined whether or not he is to take training; whether or not he is entitled to the training there under sections 2 or 3?

Mr. MUNROE. I could not make any general statement on that, sir, because every case is individual, and some are complicated and others quite simple. The simple case ought to be a matter of 24 or 48 hours, as many cases are passed on in that time.

Mr. ROBSION. If I have understood your testimony, you have looked into the facts, and you say that it is your opinion that all these thousands of cases will be disposed of by about the 1st of July?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Now, I should think in making a statement like that you must have in your mind some period of time that it would usually take?

Mr. MUNROE. It is very difficult.

Mr. ROBSION. Some period of time that it would usually take to pass upon these cases?

Mr. MUNROE. It is very difficult to give an average because, as I say, the cases vary from the perfectly simple one that can be settled in a few moments to the one that would require a great deal of investigation before they could come to a decision.

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Mr. ROBSION. Can you in a measure classify them in some way to give the percentage of time that it would require?

Mr. MUNROE. I could not do so without making a study of a thousand or more typical cases, and then I could give you figures.

Mr. ROBSION. Say it was a case that did not require that it be referred to the central office here. How long would you say it ought to take that New York office to pass upon the case?

Mr. MUNROE. It would depend, of course, upon how rapidly the cases were flooding in. I should say three or four days.

Mr. ROBSION. When was it that you had the New York office organized, as you say, under the laws amended July 11, 1919?

Mr. MUNROE. Mr. Farwell came there at that time, the 10th of August, and the office began to improve from that time.

Mr. ROBSION. Mr. Farwell was the representative of the central office, was he?

Mr. MUNROE. No, sir; he was the D. V. O. at New York.

Mr. ROBSION. That is so. He was D. V. O. Did you have a representative of the central office there on August 10, 1919?

Mr. MUNROE. Do you mean somebody permanently there?

Mr. ROBSION. Somebody there to help take care of the business?

Mr. MUNROE. There is practically somebody there all the time from the central office.

Mr. ROBSION. Now, could you give me the number of registrations that had been made in the New York office, say, up to the 10th of August, 1919?

Mr. MUNROE. To the present date, or up to that time?

Mr. ROBSION. Up to that time.

Mr. MUNROE. Not without looking up the figures. I can get them for you.

Mr. ROBSION. Have you that, Mr. Lamkin?

Mr. MUNROE. I can get the figures.

Mr. ROBSION. I would like you to put in the record those figures. I just want to get at that condition in New York. There is somebody badly mistaken in their testimony. It is either right or wrong up there.

Mr. MUNROE. We will make a note of that, please, Mr. Lamkin.

Mr. ROBSION. I want a statement of all of the men who had registered and whose cases would be passed upon by the New York office or through the New York office on the 10th day of August, 1919.

Mr. MUNROE. Up to that time?

Mr. ROBSION. Yes, sir.

Mr. MUNROE. Yes; I can get that.

Mr. TOWNER. The number of men.

Mr. ROBSION. The number of men.

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Then I should like to have how many men had registered or whose cases had passed through the New York office on the 1st day of January, 1920. Now, what is the date you give that the auditor furnished in his statement that you read there? What is your last statement as to the number of men that are in training, etc.?

Mr. MUNROE. On April 15, was the date I gave. The number of men in section 2 was 58,000.

Mr. ROBSION I do not ask you to give the figures at all in here now.

Mr. MUNROE. What is it you wish me to give?

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Mr. ROBSION. You can give the figures, or let Mr. Lamkin put in his figures.

Mr. MUNROE. You mean January 1 to April 15?

Mr. ROBSION. Yes.

Mr. MUNROE. Very well.

Mr. ROBSION. Then I should like to have you put in either how many cases had been passed on for section 2 training and section 3 training on August 10, 1919?

Mr. MUNROE. You mean now just the New York office or the whole?

Mr. ROBSION. The New York office.

Mr. MUNROE. Yes, sir.

Mr. ROBSION. How many cases had been passed on for section 2 training and section 3 training on January 1, 1920? How many cases had been passed on for section 2 training and section 3 training on April 15, 1920, and I wish either Mr. Lamkin or yourself would put in that in the statement because I am going to ask him to produce the records when he appears to show the average length of time that those cases were in the New York office from the time they were filed up until they were passed upon. How many cases have been passed upon in March and up to April 15?

Mr. MUNROE. You mean the total number up to April 15?

Mr. ROBSION. For the month of March and for April, up to the 15th of April. You had that somewhere.

Mr. MUNROE. I haven't that figure by itself. I do not find it here, but I can get it for you.

Mr. ROBSION. I would like to have Mr. Lamkin put that in here with the other figures of the number of cases that were passed on approved for the month of March and for April, up to the 15th of April, 1920. I believe, however, you did give the number of cases that had been approved in the month of March?

Mr. MUNROE. That was for the whole country, not for the New York district. As I understand it, your questions are all for the New York district.

Mr. ROBSION. Yes. How many cases for the whole country were approved in the month of March?

Mr. MUNROE. I can not seem to find that figure. I remember that I gave it.

Mr. ROBSION. Four thousand and something.

Mr. MUNROE. It was something over 4,000.

Mr. ROBSION. Do you have the figures for the month of February, 1920?

Mr. MUNROE. I haven't it here; no, sir; I can get that for you. Are you referring now to the whole country or just to New York?

Mr. ROBSION. The whole country.

Mr. MUNROE. I will get those figures for you, sir.

Mr. ROBSION. Who selected Mr. Farwell?

Mr. MUNROE. I do not know, sir. Do you mean originally? He came from the Boston office.

Mr. ROBSION. Your board approved him.

Mr. MUNROE. Yes. I presume he was recommended by the gentleman who was chief at that time. I do not remember when his appointment was made.

Mr. HOLDER. Dr. Prosser.

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Mr. ROBSION. I noticed that Mr. Noyes who testified here, and you say that he is all right, in speaking of Mr. Farwell said, in recent testimony before this committee:

A sort of paralysis seemed to hit the office at this time.

That is when Mr. Farwell came. How would you explain that statement?

Mr. MUNROE. I explain it that in my opinion Mr. Noyes is mistaken.

Mr. ROBSION. If I have understood your figures, there are 32,470 ex-service men who have registered for vocational training with whom your board has not yet come in contact; is that true?

Mr. MUNROE. I should have to make the subtraction. [After a pause.] Yes, sir; it is about that figure.

Mr. ROBSION. You have stated that there have been 174,196 contacts with ex-service men of those who have registered and of those 141,953 have been surveyed, and, of course, that leaves 32,243 that have not been surveyed. What do you do when you survey them, what is it?

Mr. MUNROE. There are all kinds of ways of surveying a man.

Mr. ROBSION. What do you mean when you say that a man has been surveyed?

Mr. MUNROE. I mean one of our agents has seen him and talked with him and looked into his case.

Mr. ROBSION. Why should not those other 32,000 have been surveyed. Your boards have been in contact with them?

Mr. MUNROE. I would rather that Mr. Lamkin would answer that question. It is an administrative question.

Mr. ROBSION. That is a large number, is it not, to have contact with and no survey made?

Mr. MUNROE. I think you were not present this morning when I stated these were made up very largely of the names brought into us from all sources, the Red Cross, local agencies of one sort and another, and in my opinion, and I am very confident in expressing this opinion, the great majority of those men are negligible cases that would not come under the law at all.

Mr. ROBSION. If your board, if a representative of your board had not made a survey of them, you can not tell what their condition is.

Mr. MUNROE. From every standpoint they have been communicated with.

Mr. ROBSION. But you have had contact. When you have contact and no survey made, that is the trouble with the board, is it not, and representatives of the board?

Mr. MUNROE. Contact simply means that we have had the name given to us from some source, usually from the local Red Cross or something of that sort.

Mr. ROBSION. But my question is that, so far as you are concerned, Mr. Munroe, you do not know why the 32,000 have not been surveyed?

Mr. MUNROE. Simply because they have not responded to communications sent to them to get at that.

Mr. ROBSION. You do not know that they have had communications, do you?

Mr. MUNROE. Yes; everybody on our list has had a communication.

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Mr. ROBSION. Of course, you do not speak of your own personal knowledge, do you?

Mr. MUNROE. I know that is the practice of the office.

Mr. ROBSION. You have given directions to do that, but how far it has been done you do not know?

Mr. MUNROE. I have every confidence it has been done as directed.

Mr. ROBSION. You feel that the central office here and the New York office and all of the representatives are doing their duty substantially, do you not?

Mr. MUNROE. I do.

Mr. ROBSION. You feel that way?

Mr. MUNROE. I do.

Mr. ROBSION. You are just testifying to and going upon that general assumption?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. And must do that, of course. I was very much interested in your statement that our own country is doing more for our disabled soldiers than any other government. Did I understand you to say that England, the Parliament of England, had made no appropriation of money for the training of soldiers as directed through the government.

Mr. MUNROE. You misunderstood me. I said it was being largely carried on through private enterprise as most things are in England along that way.

Mr. ROBSION. Can you give us approximately the amount of money that the English Government has appropriated?

Mr. MUNROE. I could not offhand. I could get it for you.

Mr. ROBSION. I wish that would be furnished.

Mr. MUNROE. Will you make a note of that, Mr. Lamkin?

Mr. ROBSION. Can you give us the amount that the French Government has appropriated?

Mr. MUNROE. If the figures are available; I am not sure that they are.

Mr. ROBSION. And the Italian Government?

Mr. MUNROE. I make this promise on the supposition that they are available. I am not certain that they are.

Mr. ROBSION. I notice a recent dispatch from the Canadian Government that claims to be official, in which it appears that they have outstripped our country in the matter of vocational training. I will read it.

OTTAWA, *April 10, 1920.*

Canada has graduated 13,030 disabled soldiers from its industrial retraining school, it was officially announced to-day. More than 43,000 ex-service men are now taking training courses.

If that is official, and if it is true, Canada has greatly outstripped us, has she not?

Mr. MUNROE. Of course I do not know about those particular figures, but I am pretty certain that this 43,000 includes the nondisabled boys who enlisted at 18 and younger, who are being educated under this commission, although they may not be disabled. As to the number of disabled men, the figures are a little over 30,000 that are in training.

Mr. ROBSION. But they are doing more for ex-service men than we are, if that is official.

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Mr. MUNROE. The problem of training nondisabled boys in the ordinary schools is quite a different problem from that of training the disabled men.

Mr. ROBSION. Now, can you give the committee what sum of money that Canada has appropriated for this purpose?

Mr. MUNROE. As I recollect it, the first appropriation was $50,000,000 and they have asked—I do not know whether it has yet been appropriated—for another $50,000,000.

Mr. ROBSION. So far as you know, they have only appropriated $50,000,000?

Mr. MUNROE. I do not know whether the second appropriation has been made or not.

Mr. ROBSION. When was that first appropriation made?

Mr. MUNROE. The Commission of Soldiers' Civil Reestablishment was appointed in July of 1915.

Mr. ROBSION. When was this additional $50,000,000 asked?

Mr. MUNROE. I saw reference to it some months ago, but I do not remember the exact date. I believe that the actual appropriation—although the commission was established in July, 1915—was not made until during the subsequent year.

Mr. ROBSION. What sum did the Canadian Government pay to the soldiers while taking the training?

Mr. MUNROE. That I should have to look up; I do not remember.

Mr. ROBSION. Do you remember whether it is more or less than we paid?

Mr. MUNROE. Less, I think.

Mr. ROBSION. When was this $2,000,000 appropriated that you spoke of, by our Congress?

Mr. MUNROE. In connection with the act of June, 1918.

Mr. ROBSION. 1918 or 1917?

Mr. MUNROE. Nineteen hundred and eighteen.

Mr. ROBSION. Was that the first appropriation for the retraining of our disabled soldiers?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Did your board ask for more than $2,000,000?

Mr. MUNROE. I think not. I think that that was the figure we asked.

Mr. ROBSION. Congress gave you just what you asked for?

Mr. MUNROE. I have no fault to find with that but only with the budgeting of it. We strenuously objected at that time to the budgeting because we had no data on which to go.

Mr. ROBSION. And that was the act that you complain of that tied your board up with the War Risk?

Mr. MUNROE. I am not complaining of the act, I am complaining of the attitude of the War Risk Insurance Bureau which refused to interpret it in a liberal way. The act itself was all right.

Mr. ROBSION. The Bureau of War Risk was undertaking to administer the law different from your board? When was it that you asked Congress to amend that act?

Mr. MUNROE. I think it was December 9, 1918.

Mr. ROBSION. Was it amended?

Mr. MUNROE. It was amended the latter part of February; that is, by permitting the coalescing of the funds.

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Mr. ROBSION. Yes. Was there any additional fund appropriated in 1919, or before July, 1919?

Mr. MUNROE. No, sir; there was $77,000 given, as was permitted under the act, by the American Red Cross and the National Catholic War Council. I think those were the two bodies.

Mr. ROBSION. When did you ask Congress to divorce you from the War Risk?

Mr. MUNROE. In the latter part of April, I think, 1919.

Mr. ROBSION. There was no session of Congress then, was there?

Mr. MUNROE. Yes; I think Congress was in session at that time. I think the new Congress had come in in April.

Mr. ROBSION. The new Congress was called into session May 19, 1919.

Mr. MUNROE. Yes; I am mistaken. It was in May and not in April.

Mr. ROBSION. So it was the new Congress, the Sixty-sixth Congress, that you appealed to for relief, and got relief.

Mr. MUNROE. Yes.

Mr. ROBSION. What appropriation did you ask for from the Sixty-sixth Congress at the first session?

Mr. MUNROE. $4,000,000.

Mr. ROBSION. $4,000,000?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. How much did the Sixty-sixth Congress give you at its first session?

Mr. TOWNER. Finally.

Mr. ROBSION. Yes; finally.

Mr. MUNROE. $14,000,000.

Mr. ROBSION. So that they gave your board $10,000,000 more than you asked for?

Mr. MUNROE. But meanwhile they passed the amendment to section 2, and that threw on us the whole responsibility for the maintenance of the men.

Mr. ROBSION. But they gave you $10,000,000 more than you asked?

Mr. MUNROE. Yes; but, of course, when we asked for $4,000,000 we did not know that there would be the added responsibility under the amendment to section 2.

Mr. ROBSION. How much has your board expended for tuition?

Mr. MUNROE. I would have to get those figures. I do not carry them in my head.

Mr. ROBSION. You had it here.

Mr. MUNROE. I think not.

Mr. ROBSION. You were telling about it in comparing it with Mr. Littledale's charges.

Mr. MUNROE. Oh, yes; that is in the tables. I had forgotten [after a pause]. You mean the total expenditures or for one month?

Mr. ROBSION. No; the total expenditure.

Mr. MUNROE. Up to March 31, 1920, the total expenditure for tuition was what you asked me?

Mr. ROBSION. Yes.

Mr. MUNROE. For tuition the figure was $956,744.89.

Mr. ROBSION. What has been expended altogether?

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Mr. MUNROE. For the soldiers?

Mr. ROBSION. Up to March 31, 1920, for the training of soldiers, leaving out the tuition?

Mr. MUNROE. Including the tuition, the total for the soldiers was $15,689,677.77. Subtracting the tuition from that leaves it about $14,500,000 in round figures.

Mr. ROBSION. How much money has been appropriated altogether for this work?

Mr. MUNROE. Up to this time?

Mr. ROBSION. Yes.

Mr. MUNROE. What is that figure? $21,000,000. I have a poor head for figures.

Mr. ROBSION. How much do you still have to your credit? Of the appropriations, how much is still available?

Mr. MUNROE. That I should like to look up. I do not know what the figure is to-day.

Mr. ROBSION. Approximately?

Mr. MUNROE. Mr. Lamkin says on the 1st of April, approximately $10,000,000.

Mr. ROBSION. So that there can be no claim made of any shortage of funds, can there?

Mr. MUNROE. No, sir.

Mr. ROBSION. After you had expended all along as you have, you now have something like, on the first of the month, something like $10,000,000 of appropriations still available.

Mr. MUNROE. But, of course, our expenditures are running now at the rate of between $4,000,000 and $5,000,000 a month.

Mr. ROBSION. What would you like for Congress to do is to give your board the authority to fix the salaries?

Mr. MUNROE. I did not get the first part of your question?

Mr. ROBSION. What you would like for Congress to give your board is authority to fix the salaries of all the men in the employ of the Federal Vocational Board?

Mr. MUNROE. To restore the act into its original shape in which it was without any salary limitations.

Mr. ROBSION. Then your idea there was to ask Congress to build more hospitals?

Mr. MUNROE. It is the Bureau of Public Health Service that is asking for the hospitals and we propose and are already carrying out a plan for cooperative work in those hospitals in which we give under medical advice so much training as it is proper for a man to have in his condition of health.

Mr. ROBSION. Don't you think that Judge Towner's suggestion is a fine one that we have a good many cantonments in the country not in use and whose buildings would be available for purposes like that?

Mr. MUNROE. As I said this morning, I have no first-hand knowledge of that subject and I would not venture to give an opinion.

Mr. ROBSION. What do you say about the Philadelphia office?

Mr. MUNROE. In what way?

Mr. ROBSION. Is it in a condition as described by Mr. Reid, who was a witness here?

Mr. MUNROE. No, sir. I visited the Philadelphia office two or three weeks ago and it seemed to me in remarkably good condition.

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Mr. ROBSION. Did you go into the files and records as Mr. Reid says he went into them and found the conditions there?

Mr. MUNROE. I did not pull out the files, but I talked with the responsible people in the office.

Mr. ROBSION. They all gave it a good name?

Mr. MUNROE. A man with business experience can judge from talking with people whether they are doing their work or not.

Mr. ROBSION. How can you tell from that whether or not the soldiers cases were being passed upon?

Mr. MUNROE. Because I asked questions about it and found that they were being dealt with.

Mr. ROBSION. If conditions were what they were described in New York and Philadelphia, the files were put in and handled so that the last would be first and the first would be last in handling cases in passing upon them.

Mr. MUNROE. I think that was a mistake in the testimony.

Mr. ROBSION. I notice you state that you had sent out squads of doctors and others. When did the first squad go out?

Mr. MUNROE. Mr. Lamkin can give you the date. I can not. Do you mean in New York?

Mr. ROBSION. Anywhere?

Mr. MUNROE. When did that New York squad, the first one go out?

Mr. LAMKIN. Some time in February, I think.

Mr. ROBSION. Were any squads going out before March, 1920?

Mr. MUNROE. Mr. Lamkin just said the first one went out in February.

Mr. ROBSION. Where?

Mr. MUNROE. These details can be answered much better by Mr. Lamkin. They are administrative details which I do not carry in my mind.

Mr. ROBSION. I only assumed it on the ground that you stated that the squads were sent out and I thought that you knew something about them.

Mr. MUNROE. I knew in a general way but could not possibly give the dates when they went out.

Mr. ROBSION. Was that under an order of the board or by Mr. Lamkin?

Mr. MUNROE. It was one of Mr. Lamkin's administrative acts.

Mr. ROBSION. That was not an order of the board?

Mr. MUNROE. Things of that sort do not require an order from the board.

Mr. ROBSION. Can you tell us the percentage of the cases that have been passed upon by the Atlanta office?

Mr. MUNROE. I could not without looking up the figures.

Mr. ROBSION. There are 14 districts, are there not?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. I wish that you would have Mr. Lamkin furnish in his testimony the percentage or the number of cases that have been passed upon and those that have not been passed upon at each district office in the United States up to April 15, 1920?

Mr. MUNROE. Have you made a note of that, Mr. Lamkin?

Mr. LAMKIN. Yes.

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Mr. ROBSION. Have you any figures there to show how many of this 58,099 have been approved for section 2 training?

Mr. MUNROE. Fifty-eight thousand in section 2. For section 3, there have been 36,000 approved.

Mr. ROBSION. Now, there are 25,000 of these 58,000 that have been approved for section 2 training that have not been put into training?

Mr. MUNROE. That have not yet accepted training. We can not force the men to take it, of course.

Mr. ROBSION. What is your impression as to whether or not they will take it?

Mr. MUNROE. As I think I stated this morning, at the outside, possibly 50 per cent of them would. That is a high figure but I hope that that number will take it.

Mr. ROBSION. How many do you claim will be subject to section 2 training?

Mr. MUNROE. Of what we have already?

Mr. ROBSION. Altogether.

Mr. MUNROE. No one can tell that because we do not know about the men who are still in hospitals and about these tuberculosis cases and about the mental cases. It is absolutely impossible.

Mr. ROBSION. How many do you think you still have to pass upon and approve?

Mr. MUNROE. Of the men on our rolls by this time we must have determined the eligibility and assigned training to close to 90 per cent. But, of course, men are continually coming out, being discharged from the hospitals.

Mr. ROBSION. You mean that there are just 10 per cent to pass on?

Mr. MUNROE. Of those on our list; yes, sir.

Mr. ROBSION. Then you can tell me, can you not, how many will be subject to section 2 training up to the present?

Mr. MUNROE. Of those now on the roll?

Mr. ROBSION. Of the 206,666 ex-service men who have registered and would be entitled to section 2 training, in your judgment?

Mr. MUNROE. It will be purely a guess. I should guess that the total of 70,000, and subtracting 58,000 from that, leaves it at the outside 12,000. That is an outside figure.

Mr. ROBSION. That are yet to be approved?

Mr. MUNROE. That will accept training.

Mr. ROBSION. That are yet to be approved, whose cases must yet be passed upon for section 2.

Mr. MUNROE. I think we are talking at cross purposes. I stated a little while ago that of the cases on our lists, practically 90 per cent have been passed on at this time. That leaves 10 per cent still to be acted on.

Mr. ROBSION. But if I have understood your evidence, it is that there will be approved for section 2 training, 58,099?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. And if I further understood, you stated that in your judgment there would be 70,000 altogether of this 206,666 that would be entitled to section 2 training and that would leave 12,000 who in your opinion would be entitled to section 2 training, whose cases have not yet been approved. Are we both clear on that?

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Mr. MUNROE. I think we are still talking at cross purposes because we have approved section 2 training for 58,000 men.

Mr. ROBSION. Before you go any further, let me interrupt you. In your opinion, how many will there be who will be entitled to section 2 training of this 206,666?

Mr. MUNROE. I will have to do some addition here. There remain about 45,000 cases—that is, at the time of these figures—still to be passed on. The vast majority of those, I believe, are minor disabilities and consequently the proportion will be very small of men eligible for section 2 of that 45,000.

Mr. ROBSION. But you have not yet given the committee and myself your opinion as to how many there will be of section 2 training of that 206,666?

Mr. MUNROE. It all depends on the proportion of the 45,000.

Mr. ROBSION. I know you can not tell exactly.

Mr. MUNROE. If you take 10 per cent, that is 4,500, and added to 58,000, it gives you 62,500. If you take 20 per cent, that is 9,000, and added to 58,000, it makes 67,000. It is all guess, absolutely.

Mr. ROBSION. But you say that you will have all those cases practically passed on that are now in by the 1st of July cleaned up?

Mr. MUNROE. We will have them; yes.

Mr. ROBSION. Of course, you will ask Congress to appropriate money?

Mr. MUNROE. We have asked that for the next year.

Mr. ROBSION. If you have asked it, then, of course, you must have some figures from which you make your request?

Mr. MUNROE. I have not those figures. It is a public document in which we made the estimates.

Mr. ROBSION. How much do you estimate it will cost to train each soldier; I mean as an average?

Mr. MUNROE. It averages about $1,500.

Mr. HOLDER. On the $80 basis?

Mr. MUNROE. Yes; but, of course, if the Darrow bill passes, raising it to $100, that will increase the cost for each soldier by $20 a month.

Mr. ROBSION. Did you go before the committee last year in May or June, when you asked to have a separation of these two departments—the Vocational Board and the War Risk—and ask for an appropriation?

Mr. MUNROE. At the time that we asked for the separation?

Mr. ROBSION. Yes.

Mr. MUNROE. I should have to refresh my memory on the details of that.

Mr. ROBSION. Did you testify last year before the Appropriations Committee, of which Mr. Good is chairman?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Who all appeared there before that committee of your board that you know?

Mr. MUNROE. Who of our organization appeared?

Mr. ROBSION. Yes.

Mr. MUNROE. I should have to look up the record to find out. I do not remember. I know I testified. I have forgotten who else did.

Mr. ROBSION. Did Mr. Good, the chairman, appear to be sympathetic with your desires and purposes?

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Mr. MUNROE. Which hearing do you mean?

Mr. ROBSION. Before the Appropriations Committee.

Mr. MUNROE. I have appeared before the Appropriations Committee several times. I do not know which one you mean.

Mr. ROBSION. Last year in May or June before you had the change in the law and before you got the $14,000,000?

Mr. MUNROE. Mr. Good has always been very courteous.

Mr. ROBSION. In what way did your board fail in presenting your case to cause the chairman of the Appropriations Committee on the floor of the House to use this language in the Congressional Record of the date of July, 1919, page 2787:

There never was a body of men anywhere entrusted with a great work who seem to know as little about the subject and had as small a vision of the great work with which they were entrusted as the body to whom we had entrusted the rehabilitation of those boys who have been so unfortunate as to be wounded in this great war.

Mr. MUNROE. You would have to ask Mr. Good the basis of those remarks. I could not stand sponsor for them.

Mr. ROBSION. Was there any ground for the chairman of the Appropriations Committee after hearing you and other members of your board, in making a charge like that on the floor of the House?

Mr. MUNROE. You would have to ask Mr. Good.

Mr. VESTAL. I object to that question. That is certainly not a pertinent question to this investigation as to what Mr. Good might have said in the Record. I want to see a full investigation, but taking what somebody else has said about these people certainly is not a proper question to ask this witness.

Mr. TOWNER. I think perhaps the question is a little out of order.

Mr. ROBSION. There was some complaint about the official organ of the American Legion throwing obstacles in your way in this training in carrying on the work. How did it do that?

Mr. MUNROE. I simply pointed out the anomalous situation of the American Legion officers asking us to cooperate with them and offering to cooperate with us and establishing with us the most cordial relations so that there was placed on my desk the other day a manual to be used by the officers of the American Legion in helping us along with our work and persuading the men assigned training to take the training which, of course, is one of their chief ways in which they can help us. I pointed out the anomalous situation of the officers working with us in that way and yet the paper which bears the name of the Legion, to use a slang phrase, knocking us in every way.

Mr. ROBSION. The Legion itself, the head of the Legion, has been criticising the delay of your board? Is that not so?

Mr. MUNROE. Mr. D'Olier has always been very friendly.

Mr. ROBSION. Did not the head of the Legion, as representative of the Legion, appear before our committee and point out these delays as inexcusable delays?

Mr. MUNROE. I was not present; I do not know, sir.

Mr. ROBSION. You spoke about receiving some contributions from certain sources. How much was that?

Mr. MUNROE. It was $77,000. I can not tell you just how it was divided but the two givers, as I remember it, were the American Red Cross and the National Catholic War Council. The two gifts totaled $77,000 and there was $25 from some organization whose name I do not remember.

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Mr. ROBSION. What disposition was made of that?

Mr. MUNROE. It was added to the fund and utilized during the winter of 1918–19 to some extent in the payment of employees.

Mr. ROBSION. I notice a statement that was issued by your board where you state that $66,000 of it was used for salaries. Was it necessary to do that, to use that fund for the purpose?

Mr. MUNROE. Yes, sir; at that time, because of the budgeting. We had used up all of the funds that we could untilize for salaries under that budgeting.

Mr. ROBSION. Was the money given with the idea that it was to be used for salaries?

Mr. MUNROE. Used for any purpose that we needed it. There was no restriction on it at all. Of course, we could not have received it with any restrictions because the law does not permit it.

Mr. ROBSION. Haven't you a copy in your office of the so-called hard-boiled order?

Mr. MUNROE. I have never seen any except what was published in the New York Evening Post.

Mr. ROBSION. Do you not understand that there is such an order, whether it was ever sent out or not, in the files of the department?

Mr. MUNROE. There was no such order ever sent out or ever prepared.

Mr. ROBSION. There was no such order in the files?

Mr. MUNROE. No, sir.

Mr. ROBSION. Haven't you heard it discussed in your department and in the board?

Mr. MUNROE. We asked for a report from the chief and I think he will be glad to testify in that matter.

Mr. ROBSION. You got information that there was such an order, did you not?

Mr. MUNROE. There was no such order there and I have never seen such an order.

Mr. ROBSION. It was prepared, if not signed?

Mr. MUNROE. There was no order prepared.

Mr. ROBSION. What is that gentleman's name in New York?

Mr. TOWNER. Mr. Brigham.

Mr. ROBSION. One of the witnesses here testified that Mr. Brigham in New York, who was in the New York office as representative of the board was talking and Mr. Brigham claimed that he was responsible for it.

Mr. MUNROE. A little group of them drew up a memorandum which did not relate to the soldiers in any way. It was a memorendum to be used, according to the testimony given to us by Mr. Brigham, for their relations with the other officials at the district offices. It had no bearing on the soldiers whatever.

Mr. ROBSION. Where was that prepared?

Mr. MUNROE. If you wish me to read the report from Mr. Lamkin, I will do so.

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This is addressed to me by Mr. Lamkin. It reads as follows:

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR DISABLED SOLDIERS, SAILORS, AND MARINES,
Washington, D. C., March 6, 1920.

Mr. JAMES P. MUNROE,
Vice Chairman, Federal Board for Vocational Education,
Washington, D. C.

DEAR MR. MUNROE: I am submitting herewith a statement from Mr. Carl C. Brigham concerning the Helpful Hints to Central Office Case Board Representatives, about which you inquire. As I remember the incident the facts are as stated by him. The material was prepared, as I recollect, at a time when I was temporarily absent from the office, and lay on my desk for several days before I saw it.

It was in no sense an order or instruction. There are five ways used for communication in the central office, and to central office representatives in the field.

1. Through the general regulations of the board, referred to as miscellaneous 150 revised.
2. Through a series of instruction letters numbered serially.
3. Through a series of information letters, also numbered serially.
4. Through memorandums usually used only in central office.
5. Through notes always used only in central office, and which are not of as lasting interest as the memorandums.

The first three of the above have the force of orders, and are signed by the chief of the Division of Rehabilitation. The last two are used as recommendations on which orders or instructions are later issued. The material above referred to was in none of these classes.

I did not know until Mr. Brigham's statement, attached hereto, was handed to me that the material prepared by him in October was intended to be sent out of the office, or was sent out by anyone. It certainly did not go out to my knowledge in any official letters of the board. Mr. Carl Becker, one of our field representatives wrote me from Oklahoma City on November 14, inclosing what purported to be an original copy of the statement.

When I got his letter, I asked Mr. Hamilton, the supervisor of training, under whose general direction Mr. Becker was working, if he sent a copy of the material to Mr. Becker. He told me that either Mr. Becker got an original copy before it had been shown to me, or that such copy had been sent him by mistake. I told Mr. Hamilton that no such material should be sent out by anyone connected with this office, and promptly wrote Mr. Becker under date of November 19. The following paragraphs of that letter to Mr. Becker are quoted:

"I am glad to have the Helpful Hints to Central Office Case Board Representatives, which you sent me. As written, this has not been sent out by central office. This draft was submitted to the chief and was not approved. I have taken the matter up with Mr. Hamilton and find that the original draft went to you without authority. There is no reason for central office to be 'hard boiled' nor for any man representing central office to be 'hard boiled.' Men who are sent out from central office are expected to give the soldiers the benefit of the doubt, as the central office case board is expected to give them the benefit of the doubt. The recommendations of the district medical officer must be taken regarding the nature of a man's disability. It will not be overruled by central office except in rare cases or where the soldier receives the benefit. Central office case board representatives are expected to see that all the information necessary from a legal standpoint is in the case.

"With that exception, they are not expected to 'split hairs' in approving or disapproving a man's case."

The language of the statement shows it was never intended for an order, or instruction, or to be sent out. The fact that it was not signed by anyone also shows it was not so intended.

In order to determine as rapidly as possible whether or not men whose names were in our files, were entitled to vocational training, and to notify them, and to prevent the delay which resulted from sending all files and papers to Washington, we have sent out to various district offices: First, individual representatives or so-called central office case board representatives, and later, groups of men called eligibility squads.

These men were to pass on the legal evidence in the files, and so the interviewing of the disabled men, and the securing of legal evidence naturally had to be left to the men in the district offices. The representatives sent out from this office can not interview disabled men, and at the same time pass on a large number of cases. Every instruction and order has been to give the disabled soldier the benefit of the doubt,

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and every effort has been made to keep the men sent out from central office at the work which I believed would expedite action, and which could only be expedited by their time not being taken up by conversation or "visiting" with members of the district staffs. In other words, I believed the efficiency of the organization could be promoted by insisting that these central office representatives who were to maintain uniform standards throughout the country, fair to the disabled man, and fair to the Government, giving the disabled man the benefit of the doubt, confine themselves to the work which they were sent out to do. An attempt to increase the efficiency of a Government employee should not be the subject of severe criticism.

The figures for September 15, and for March 1, in this connection may be of interest:

	Sept. 15	Mar. 1.
Number approved for training under section 2	17,000	55,000
Number approved for section 3 training	500	22,000
Number deemed ineligible in training on the evidence in the files	15,000	48,000
Total definite decisions rendered	32,500	125,000

It should be remembered that a large per cent of the men serving on central office case board were ex-service men. Mr. Brigham himself is an ex-service man, having in addition, a very high civil-service rating. The present central office case board which acts on appeals from the decisions adverse to claims, is composed of eight men, one of whom, a veteran of the Spanish-American War, was physically incapacitated for service in the late war, one was in the Engineer Corps, and the other six saw overseas service as line officers.

As to my attitude toward the disabled men, and as to instructions and orders written, or which I have sent out, it has always been to be fair to the men and to the Government, giving the disabled man the benefit of the doubt. I should be glad to see the provisions of the present rehabilitation law liberalized to such an extent that every man who suffered any disability could have the training he needed, if he wanted it, but such is not the provision of the present law.

It may be of some value in determining my attitude toward the disabled man to know that so far as I can remember, while I was in charge of the office at St. Louis, or temporarily in charge at Philadelphia, or New York, or since I have been here as chief of this division, I have never declined to personally see any disabled man who asked to see me personally, nor have I declined to see anyone else who asked to see me, either an employee or not an employee, whatever his business. Nor have I kept any individual waiting any length of time, but frequently I have had to refer them to others for action where their matters would consume any length of time.

As my resignation was placed in your hands shortly after I became chief of the division, to become effective at your pleasure, so that you would not feel bound to retain me in my present position because I am under the civil service, and was not subject to removal except after charges are filed, and also, as you have, so far, not accepted it, and as you have approved the regulations which have gone out in Miscellaneous 150, and in the instruction and information series, all of which are subject to review, I am sure that the statement which I have expressed regarding my attitude toward the disabled soldier is approved by all the members of the board.

Very truly, yours,

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

Mr. ROBSION. How long is it? On that one point, I just wanted to know who wrote that order if it was written?

Mr. MUNROE. You will notice that he says that he transmits the report made by Mr. Brigham.

Mr. ROBSION. You need not read that all. But did he write it according to the report. Who prepared that so-called hard boiled order in the New York office or wherever it was?

Mr. MUNROE. There was no order prepared. There never was an order of any kind.

Mr. ROBSION. Would you want to put that report in the record?

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at the hospital instead of field contact with each man would save the Government almost $6,000,000.

To make this saving the board must, for a short period of about six months, increase the number of its field workers under Civil Service regulations employed as vocational advisers in hospitals, and to do this the unexpended balances in the appropriations for rent, equipment, and tuition should be made available.

3. The amendment to the bill providing that unexpended balances in the appropriation for rent, equipment, and tuition be used for expenditures incurred in the investigation necessary to determine the eligibility of men for training and for expenditures necessary to the proper placement of men in employment is urged in order that there may be no question as to the duty and authority of the board to make expenditures for these purposes. Unless they are made some men will lack intelligent treatment, proper care, and the prompt action necessary to save the handicapped man from humiliation, hardship, or failure in the effort of the Government to rehabilitate him vocationally.

EXHIBIT H H.

[PUBLIC—No. 279—65TH CONGRESS.]

[S. 5038.]

AN ACT Extending the use of the special fund for vocational education provided by section seven of the vocational rehabilitation act, approved June twenty-seventh, nineteen hundred and eighteen, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the special fund for vocational education, authorized by section seven of the vocational rehabilitation act, approved June twenty-seventh, nineteen hundred and eighteen, together with the items of appropriation made by said act, are hereby made available, in addition to the purposes therein prescribed, for such other expenses as in the discretion of the board is deemed necessary and proper for the payment of necessary travel, lodging, subsistence, and other expenses of disabled men while under investigation by the board to determine their eligibility for training under the act, and the purchase of supplies, equipment, and clothing for disabled men when ready to enter employment, and the traveling expenses of such men to place of employment and for supplementing any or all of the other items of appropriation made by said act.

Approved February 16, 1919.

EXHIBIT JJ.

JUNE 23, 1919.

Hon. FRANCIS E. WARREN,
United States Senate, Washington, D. C.

MY DEAR SENATOR: I find on page 39 of H. R. 6176 (Union Calendar No. 15) that the sundry civil bill makes very serious limitations in connection with the appropriation to be used by the Federal Board for Vocational Education, for the rehabilitation of soldiers and sailors. These limitations would result in our losing probably half our staff at this most critical time, when our work is at its most urgent point.

May we have the privilege of appearing before the Senate Committee on Appropriations, or before yourself personally, to explain the situation and to urge a revision of the terms of the appropriation? Kindly make this appointment at your earliest convenience, and greatly oblige.

Yours, very sincerely,

JAMES P. MUNROE, *Vice Chairman.*

JUNE 23, 1919.

Hon. FRANCIS E. WARREN,
Chairman Committee on Appropriations,
United States Senate, Washington, D. C.

MY DEAR SENATOR: As requested over the telephone, I am addressing, for your earnest consideration and that of your committee, the following memorandum relative to the appropriation for vocational rehabilitation of disabled soldiers, sailors, and marines found on page 39 of Union Calendar No. 15, H. R. 6176, Report No. 48. While, as far as we can foresee, the appropriation of $4,000,000 therein made will

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not be sufficient, we accept this amount in the belief that it will carry the work well into the next calendar year, when, if necessary, we can again approach Congress with full confidence that they will not hesitate to provide all that is necessary for the rehabilitation of men who have been injured in the service of their country.

We desire to call to the attention of your committee, however, the fact that the limitations placed by the proviso in the last seven lines of this appropriation will result in a complete disorganization of the work of this board at a moment when it is approaching its highest load; when the Congress is about to place upon us, through the proposed amendment to section 2 of the vocational rehabilitation act, greatly enlarged responsibilities; and at a time when every minute's delay will greatly aggravate the unrest, and even bitterness, of disabled boys all over the country whose rehabilitation has already, through circumstances over which the Federal Board for Vocational Education has no control, been exasperatingly delayed.

Up to the 1st day of June, the district offices of the board had registered a total of 112,281 disabled men, had established personal contact with 88,300 of them; medical surveys had been made of 25,308 of these men; vocational surveys of 73,368. The number of additional undischerged men reported in Army and Navy hospitals in this country on the 1st day of June was approximately 59,000. This does not count the number in France nor the number not yet reached in the field in this country. Thirteen thousand and fifty-one men had been recommended for training by the district case boards and 7,500 men had been assisted in one way or another in the securing of employment. At the present time approximately 4,200 men are in training; about 6,000 cases are ready to be placed in training as soon as legislation before Congress, which passed the Senate unanimously last week, has become law.

So far as we can now foresee, the above figures represent less than half of the task of getting at every disabled soldier, sailor, and marine wounded or diseased in the service of the Government and providing either for his direct placement or for his training and placement. But the essential element in the remaining task is speed, and speed can be assured only by utilizing to the fullest limit, the services of men already familiar with the work, and trained to carry it forward effectively. Such a force we have succeeded in building up by taking men from permanent positions in which they were earning good salaries, and inducing them to take up this temporary service. This involved, in most cases, the leaving of their homes and the added costs and difficulties which that involves. Nevertheless, many of these men have been secured at salaries no greater than they were receiving in their permanent positions and of the others the increased salary, averaging not more than $300 a year, does not begin to cover the increased expenses under which these men find themselves. The work involved in dealing wisely and efficiently with disabled soldiers requires men of experience, of standing in the community, of ability to handle difficult situations, and of power to meet out in the field in our 14 district offices and our 7 subdistrict offices every sort of administrative problem. Cheap men can not do this work and were they to undertake it, disastrous results reflecting seriously upon the efficiency and good faith of the Federal Government in carrying out this important piece of work would follow.

Were this limiation in regard to the appropriation to stand, the board would lose nearly 200 members of its staff—men of ability and tried experience, and worse than that, would lose its 14 district officers who, even were their salaries not cut down would refuse to attempt to carry on the work in the States with the inefficient and untried men who would have to be brought in to take the place of those resigning as the result of this congressional action. Ninety-two members of the staff would be affected by the provision limiting the number to be employed in excess of $3,000 to 20, and 193 would be affected by the provision limiting the number to be employed between $2,500 and $3,000 to 30, and these men so affected are the framework of our organization, the very bone and sinew of the vocational rehabilitation Service. With these gone, the work would be in chaos for six months, disabled boys to the number of tens of thousands would be left uncared for, and the results would be in every way disastrous.

Under this proposed limitation it would be impossible to retain these essential men, because all of them have permanent positions at higher salaries than those permitted under this limitation would provide, and it would be out of reason to expect such men to keep a temporary position at a lower compensation than they could elsewhere get. Moreover, their places can not be filled because, in the first place, no untried man can fill the place of one who has had months of experience in a difficult work of this kind, and in the second place, because competent men can not be induced to take up this temporary, high-grade work at the salaries imposed by the suggested limitation.

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In view of the above, it is respectfully suggested that in the section referring to vocational rehabilitation the words in the last seven lines following the word "*Provided*" be stricken out, and that the following words be substituted: "That not more than one person shall be employed hereunder at a rate of compensation in excess of $5,000 per annum, and that not more than three persons shall be employed at rates of compensation in excess of $4,000 each per annum."

It seems to us that this simple change would safeguard, as they should be protected, the Federal funds, without throwing into hopeless chaos the work for disabled soldiers, sailors, and marines which it is clear that the Congress and the people of the United States desire to be promptly and efficiently performed.

Very respectfully, yours,

JAMES P. MUNROE, *Vice Chairman.*

EXHIBIT T.

POSSIBLE AMENDMENTS TO LEGISLATION.

SEPTEMBER 20, 1918.

As arranged at staff conference held on Monday evening, September 16, Messrs Munroe and Kidner saw Mr. Love, Assistant Secretary of the Treasury, on September 17, and discussed very generally some of the difficulties being experienced because of the delay in discovering a man's compensation status. Mr. Love expressed himself as willing to join in asking for an amendment to the act, but suggested the possibility of solving the present difficulties by adjustments of procedure. He asked for a further conference in which some officials of the War Risk Insurance Bureau would participate.

On September 19 Mr. Love notified Mr. Munroe that he was called out of town, but wished us to discuss possible schemes with Mr. Houlihan. Messrs. Munroe, Kidner, and Maddrill conferred with Mr. Houlihan and Col. Banks on the following points:

1. Acceptance by War Risk Insurance Bureau of the findings of the last medical board, as recorded in the surgeon's certificate of discharge as a basis for award of compensation.

Mr. Houlihan stated that the bureau was quite willing to use this certificate and would require no further medical examination, but the bureau had not been able to obtain this certificate, or a copy of it. On being informed that the vocational advisors of the board were given access to this certificate and allowed to make a copy of it for our confidential use, Mr. Houlihan suggested that our advisors make an additional copy and forward to the War Risk Insurance Bureau, together with the man's application for compensation.

It was agreed that this would expedite matters considerably, but that it was a duty which should be carried out by the hospital authorities, rather than by the Federal board. Also, it would not be of any avail in the case of naval hospitals, from which men are discharged immediately after a medical survey board has decided that no further treatment is indicated. Also, in the case of men in hospitals in the far West, some considerable time must elapse before the decision of the bureau could be received, even if there were no complications in the case.

2. The following alternative plans involving changes in legislation was discussed at length, and it was agreed that it would prevent any hiatus between the discharge of a man and the commencement of his training course, except that in some cases a man may desire a short leave to visit his friends immediately after his discharge:

(*a*) The Federal board to decide upon the evidence of the surgeon's certificate of discharge, and by other examinations if it deemed necessary, whether or not a man needed reeducation; that is, was unable to follow his former occupation efficiently. If the Federal board decided that a man was entitled to reeducation on this ground, the man's discharge would be carried out as soon as the Federal board notified the hospital authorities.

(*b*) The Federal board would establish a scale of pay and allowances for the man and his dependents, if any, and he would be discharged to the Federal board which would place him on its pay list from the date of his discharge, or at the date of commencing his course.

NOTE.—The allotments to a man's dependents payable by the Army paymaster and his own pay cease on a man's discharge.

(*c*) The War Risk Insurance Bureau would cease its payments to the man and to his dependents at the date of his discharge. It would consider the case upon the evidence of the surgeon's certificate of discharge and make its award of compensation in due course. The bureau would either (1) notify the Federal board of its award and the

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Federal board would reduce its payments to the amount of monthly compensation awarded the man, or (2) the board would continue the payments in full and be reimbursed by the War Risk Insurance Bureau to the amount payable under its award.

It is possible that under this plan a few men may be adjudged as requiring vocational reeducation who would be found not to be entitled to compensation; but not in large numbers. The surgeon's certificate of discharge gives not only the cause and extent (in fractions) of the disability, but also states whether or not it was incurred "in line of duty," which are the basic facts on which both the Federal board and the bureau would make their decisions.

EXTRACTS FROM SOLDIERS' LETTERS RECEIVED PRIOR TO CONGRESSIONAL INVESTIGATION STATING THEIR SATISFACTION WITH THE TRAINING THEY ARE RECEIVING.

From Lonnie J. Highsmith, 174 Hickory Street, Athens, Ga., February 25, 1920: "We are thankful that our Government has not left us as it did the veterans of bygone-days (not that we are better than they, for we are not so good), but that our Government has grown and developed and waxed rich and is better able to do this work now than it was after other wars. All that I ask from the Government that I volunteered to fight for, is to let me finish the course of studies that I am working on and I think I will be in a position to make the necessaries to get the wherewith to maintain life."

From Alford St. Germaine, Cincinnati, Ohio, May 23, 1919: "I think by going under hard studies and using common sense, soldiers like myself will find better living in the future, and this is my aim. Here's hoping that our fellow fighters will do likewise, and I am sure they will be contented with their studies and work as well as opportunities offered to them by our Government."

From Thomas M. Hildreth, Sacramento, Calif., May 14, 1919: "For the benefit of the boys who are not taking advantage of the training the Federal Board for Vocational Education offers, I wish to say that they are missing one of the best opportunities of their lives."

Thomas C. Brannan, Berwyn, Md., September 30, 1919: "The efforts and results of the Federal board certainly are deeply appreciated, and since Uncle Sam has been so kind and considerate of us in giving us the opportunities which we are now so fortunate to have, we mean to do our best and make a success or die in the attempt to succeed, and we know what we will have to do in order to pull through on top."

From Cecil Meyer, University Station, Gainesville, Fla., December 10, 1919: "I have been in training under the Federal board since May 28, this year, and I like it fine, and in fact this is the opportunity that I have looked for throughout life."

From E. F. Powers, San Francisco, Calif., May 26, 1919: "I take pleasure in telling you that I have completed my course in training for a marine engineer and was most certainly surprised that I could do so in so short a period. I found that by living as temperate a life as possible and utilizing every opportunity I was able to learn as much from the United States Shipping Board School as the average university graduate and able to pass an examination for third assistant engineer unlimited. I have been able to do what I thought would be impossible. The least pay for a licensed third assistant engineer is $120 a month and found. For a man that has to work technical knowledge is no good without the practical knowledge, therefore I can do better by going to work now."

From A. D. Strader, West Virginia University, November 12, 1919: "I highly value the training that has been granted me by the Government. I thank you all very much. Now the Government is paying us back and wishes us to make good. It is up to us to make good, not only for ourselves, but to help so that the Government will lead all other nations in the future as it has in the past."

From Mrs. Grace E. Terry, 2606 West Main Street, Richmond, Va., December 8, 1919: "I am thankful to say that I am being trained for millinery work, at which I think I can make a living at home and not be a dependent. Mrs. Reed, my counselor, seems to be very much interested in me, which I appreciate."

From John Henry Atherson, Salome, Ky., October 30, 1919: "Your letter received notifying me of approval of training in a course of agriculture. This is a splendid opportunity and generous offer, and I would be very foolish and ungrateful if I failed to meet it with my best efforts."

From Robert W. Cooper, Tulane Receiving School, New Orleans, La., August 7, 1919: "Inclosed I wish to say my training has been very satisfactory, my environment very agreeable, and, lastly, I will prove the good will of those connected with district No. 6, while making good in district No. 8. The academic help I have received has been and will be invaluable to my future progress, and especially with the help given

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me in English and arithmetic. It has shaken my head from the neck up, tending to make me realize that more than one recess of my brain has remained dormant for years."

From Raymond Lasance, 129 West Fourteenth Street, Cincinnati, Ohio, May 23, 1919: "I desire to express my appreciation to the Federal board for the training I am receiving. By its workings I will be able to complete my education and obtain for myself in the commercial world a position to which I might never have attained before my disability."

From Ralph Schefer, 3858 Millsbrae Avenue, Hyde Park, Cincinnati, Ohio, May 23, 1919: "I took up training under the direction of the Federal Board for Vocational Education at Miller's School of Business. I am well satisfied and sure that I will be able to earn a great deal more money than I previously did before I enlisted."

From R. M. Prather, M. D., New Orleans, La.: "I want to say that, without exaggeration, I think the Federal Board for Vocational Education is doing more for the discharged soldier than is generally known to the public. I have benefited greatly, both in health and knowledge, since I started under your supervision, and I expect to return from New York about the 1st of January as a specialist in diseases of the eye, ear, nose, and throat."

From Lawrence Packwood, Chicago Business College, December 22, 1919: "I am preparing myself not to be a burden on the taxpayer, but to be a credit to my country and uphold its Constitution, and recognize that this country keeps its promises to its service men."

From Carl F. Minion, Cincinnati, Ohio, May 22, 1919: "I have now been in this school, Ohio Mechanics Institute, three months, and find that it is helping me greatly, and feel that after I am through school I will be in better shape, as far as earning power is concerned, than before I entered the service. It is surprising to me to see the interest every man is taking in his work."

From Thomas M. Hildreth, Sacramento, Calif., May 14, 1919: "I am attending Heald's Business College in this city. For the benefit of the boys who are not taking advantage of the training the Federal board offers, I wish to say that they are missing the best opportunity of their lives."

From John B. Gardner, Young Men's Christian Association, Cincinnati, Ohio, May 23, 1919: "I am very interested in my course, and there is no doubt that I will be able to go out in the business world and double my earning capacity after completing my course under the direction of the Federal board."

From Herbert W. Will, 1132 Park Avenue, Newport, Ky., April 23, 1919: "I want to express to you my appreciation of all that your board has done for me. I am more than satisfied with the treatment accorded me by you and the members of the district No. 7 office."

From Carl F. Minion, Cincinnati, Ohio, May 22, 1919: "It is surprising to me to see the interest every man is taking in his work. They realize it is expected of them and want to make good, and I know they will have proper support."

From Thomas F. Hendrick, captain, Baltimore, Md., October 9, 1919: " It is my belief that criticism directed toward the Federal board was largely due to the fact that the men were more anxious to get home than to enter training. I am well satisfied with my avocation, and place my stamp of approval on all actions of the Federal board that have come under my observations."

From Douglas D. Stone, 1730 La Loma Avenue, Berkeley, Calif., January 8, 1920: "I certainly appreciate the wonderful opportunity offered me through the Federal board, and the best way I can show my appreciation is by the report here made on my studies. Prof. Langille congratulated me on my work. I hope this report will be perfectly satisfactory to the board."

From W. B. Whidden, University Station, Gainesville, Fla.: "The Federal Board for Vocational Education is sending me to school at the University of Florida. I have been here one month and five days. I am learning fast. I am taking a course in agriculture. I want to do all I can to learn as much as possible so that when school is out and I get through with my studies, I can get a job. I like the school fine, and I think it is a good thing for me and am going to do my best to accomplish something."

From Roan J. Turner, University Station, Gainesville, Fla.: "The Federal Board gave me an opportunity to take a special training with them that I might educate myself so that I might be able to earn a living. I decided to specialize in dairying. After I have completed my training I want to manage dairying or a dairying farm; in fact, I hope to be able to manage anything in the line of agriculture."

From Levi Marshall Nagle, University Station, Gainesville, Fla., November 26, 1919: "The Government sent me to the University of Florida to attend the Agricultural College here to take a course in agriculture. They are paying my tuition and

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provide any textbooks for me, as well as give me $80 a month, or $40 every two weeks, while I am here. I think the course is a wonderful opportunity. I know that, with the knowledge I had when I came here, I could not in my condition make a livelihood in farming, but it is a wonderfully instructive course which I have taken up here and I am firmly convinced that, when the course is completed, that the knowledge gained will be of more worth to me than anything else which I know of."

From J. C. Rathburn, 106 West Sixty-third Street, New York City, February 9, 1920: "I do not care for placement. Might mention the course is completed. Did me a numerous amount of benefit and wish to thank the New York board for its appreciated service to me."

From L. E. Cox, 521 Lumkin Street, Athens, Ga., March 7, 1920: "I am truly grateful for what the Federal board is doing for me, and I am trying to get all I can out of this course. This training will help us to overcome our handicaps by making of us efficient managers. I think the Government's plan for training the disabled soldier is proving a success and is going to enable us to carry on."

From J. Perlmutt, 370 South Lumkin Street, Athens, Ga.: "Not only am I getting a thorough training in the elementary principles of education but also training in mechanical pursuits and agricultural training. My course is keeping me in the open air a great deal and thus benefiting me in a healthful way. This training is priceless to me and its value can not be estimated in money."

From Aylett D. Clark, 513 West Cumberland Street, Knoxville, Tenn., February 26, 1920: "I entered the offices of the Federal board feeling hostile to the world at large and the Federal board in particular. On leaving your offices I found that I had undergone some great change. I can not explain it other than renewed faith in my fellowmen."

From Edward Yake, to Senator John Walter Smith, December 10, 1919: "September 1, 1919, the Federal Board for Vocational Education took hold of me. They got me a job, paid me $115 per month every month, and now I am making $150 per month. The best friend the enlisted man has in the world is the Red Cross and the Federal board. Speak up, men, tell our dear beloved friend, John Walter Smith, what the dear old Federal board has meant to you."

From Wallace F. Mustin, 934 North Calvert Street, Baltimore, Md., February 25, 1920: "I wish to let you know how nicely I am getting along at the Baltimore College of Dental Surgery, while in the meantime it is my desire to show the Federal board my appreciation for what it is doing for me. My wife and myself have planned our living expenses to correspond with the monthly salary which we receive from the Federal board. We have planned to live on it by economizing, but nothing to waste, which, of course, is expected. In the meantime we are working hard and planning forward to a bright future. I wish the Federal Board for Vocational Education the best of luck and hope to be with it to the end of my college career."

From Winand Pyle, M. D., 3538 York Road, Baltimore, Md.: "My course at Johns Hopkins is nearing completion and I shall soon apply for transportation home. The course has been very profitable and extremely interesting. I am sure its value to me far exceeds the money expended for it. I wish to thank you and your staff for your kindness to me. I wish you all a Merry Christmas and a Happy New Year."

From Ignace Miletz, Chicago Business College, Chicago, Ill., February 9, 1920: "I am now attending the Chicago Business College, taking a business course which will enable me to earn my living in the future. Salesmanship especially appeals to me, and I hope to become a good salesman. I wish to thank the people through the Federal board for the opportunity given us boys."

From S. A. Sandberg, Chicago Business College, Chicago, Ill., February 9, 1920: "I intend to take a position as salesman and I am sure my training will help me accomplish my purpose. I want to assure you of my appreciation of the Federal board's activities in behalf of myself and other injured buddies."

From Angelus Chure, Chicago Business College, Chicago, Ill., February 9, 1920: "Speaking several languages, I have taken this commercial course, and especially salesmanship, and prepare myself for the foreign commerce, where are found the biggest possibilities of to-day."

From Louis Golden, Chicago Business College, Chicago, Ill., February 10, 1920: "I am satisfied that I have made considerable progress, and hope to do even better hereafter. My object is to become a successful salesman or advertising man. I have unlimited confidence in my abilities and I do not mean to be a burden to the Government. It is my aim to overcome my handicap and win success."

From John G. Moore, Chicago Business College, Chicago, Ill., February 9, 1920: "I wish to say my future welfare looks very good, as this school is giving me the necessary training for an occupation that will always give me an opportunity to make a living. The training I am receiving will help me in securing a chance to command a salary

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that will satisfy my needs. I hope to be a credit to the vocational board and to prove myself worthy of trust."

The following communications, among many others, were received after the congressional investigation of the board's activities commenced from Carl Schuman, L. B. Lambert, Henry Todd, Elmer E. Paine, and V. R. Bartlett, Washington, D. C., March 9, 1920: "To whom it may concern: We have found the vocational officers of district No. 4 always courteous and considerate. We have been fairly treated as regards to the training and the remuneration which was at the hands of the Government. Therefore, in the face of the criticism to which the board is at present subjected, we wish to express our hearty appreciation and thanks to the Federal board for its just and kind treatment of us."

From Arthur F. Johnson and 81 other students at Heffley Institute, Brooklyn, N. Y., March 25, 1920: "We, students under the Federal Board for Vocational Education, believe that the Federal Board for Vocational Education is very efficient in its required duties, under the present conditions, and regret that it should at this time be a target of public criticism and contempt."

Caplinger, Harold R., 8-11322; private, first-class, Company L, Fifty-sixth Infantry; 823 Addison Street, Chicago, Ill.

Offered section 2 training in tryout in forestry, September 16, 1919.

After repeated attempts to gain contact with the man, his case was sent to Red Cross, copy of whose report is submitted:

FEBRUARY 20, 1920.

Caplinger, Harold, left Chicago address, 618 North Clark Street; mail can be sent through address, but the man has reenlisted and is at Camp Stewart, W. Va.

L. C. TWITCHELL.

Dibler, Charles Willis, 8-347, seaman, second class, United States Navy, R. F. D. No. 2, Quincy, Mich.

Offered section 2 training in try out in general construction, September 10, 1919.

Postponed training as shown by his letter in our files, copy of which is submitted:

JANUARY 12, 1920.

In answer to above I wish to state I am not at present in any physical condition to study, due to my stomach and nervous condition. I had hoped some time ago to be improved enough to start, but can only state that I am doing all I can to get in a physical condition to take the school matter up.

The Government doctor at Coldwater, Mich., is doctoring me at present, but I can not see as his medicine has helped me any as yet. As soon as I am able I shall let you know.

Yours, respectfully,

CHARLES W. DIBLER.

Barzdaitus, Anthony, 8-10100, private, first class, Company N, Eleventh Infantry, Fifth Division, 2722 West Twenty-second Street, Chicago, Ill.

Offered section 2 training in agriculture and elementary subjects, October 8, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

DECEMBER 2, 1919.

I received your third letter and wish to say that I do not desire to take advantage of the opportunity offered. I do not think there is anything gained by doing so.

Yours, respectfully,

ANTHONY BARZDAITUS.

Flamsted, Thorvald Henry, 8-14160, private, Company E, Three hundred and seventh Ammunition Train, Alto, Mich.

Offered section 2 training in general agriculture, specializing in animal husbandry, August 4, 1919.

Postponed training as shown by a letter in our files, copy of which is submitted:

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JANUARY 17, 1920.

The above-named man is now located in Denmark, but a letter from his sister states that they expect him back home in a month or so. His sister further states that as soon as her brother returns she will endeavor to have him call at this office regarding his course of training which has been approved under section 2.

L. W. GEORGE.

Conroy, Fred T., 26660, sergeant, Ordnance, Fourth Ammunition Train, 918 Howard Street, Port Huron, Mich.

Offered section 2 training in oxy-acetylene welding, September 9, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

NORWALK, OHIO, *September 26, 1919.*

CHAS. W. SYLVESTER,
Vocational Officer.

DEAR SIR: Your letter received in regards to vocational training and I have decided not to do any hard work. I have just started to work for a butter and egg firm, and have light, easy job. I am going to try it, and I think I can do it all right. Thanking you very kindly, I beg to remain,

Respectfully, yours,

FRED T. CONROY.

MARCH 16, 1920.

Dental, Charles, 8-20779, private, Company B, One hundred and twenty-sixth Infantry, Addison, Mich.

Offered section 2 training in general agriculture, August 12, 1919.

Postponed training, as shown by his letter in our files, copy of which is submitted:

JANUARY 19, 1920.

Your kind letter of a recent date at hand. Will say my present conditions as to health are such as would not conflict to my taking up a vocational course. As to the training that has been approved for me, I have decided not to take, as my plans, which I put in for such a course, did not materialize as expected. In the near future, if I should decide to take up any particular training, will write for information on same.

Thanking you for your interest taken in same, I remain,

CHAS. O. DENTAL.

Cornell, Buford H., 6250, private, Company B, One hundred and twenty-third Infantry, Henning, Ill.

Offered section 2 training in agriculture and farm management, December 13, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

HENNING, ILL., *February 2, 1920.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION.

DEAR SIR: Received yours of the 29th. Must say it is impossible for me to attend the University of Illinois at this time on account of sickness in our home. But I want to thank the board for what they are doing for ex-soldiers. This sure is an opportunity of a lifetime. Thanking you again for your efforts, I remain,

BUFFORD H. CORNELL.

Roscoe, Frederick, 8-6003, private, Company C, Eighteenth Infantry, 1271 Harper Avenue, Detroit, Mich.

Offered section 2 training in tryout in sheet metal May 28, 1919.

Refused training, as shown by his letter in our files, copy of which is submitted:

JULY 7, 1919.

I have been informed of the opportunities offered to me by the Federal board and wish to state I do not wish to consider training at this time. I am working at the Ford Motor Co., earning $1.80 per day and will soon be promoted to $6 per day.

FREDERICK ROSCOE.

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Waniata, Edward, 8-1268, private, United States Army, Fifth Company, Second Training Battalion, 159 D. B., 1223 South Spaulding Avenue, Chicago, Ill.
Offered section 2 training in tryout in English August 29, 1919.
Refused training, as shown by his letter in our files, copy of which is submitted:

SEPTEMBER 4, 1919.

I received your letter yesterday and I wish to inform you that I was discharged from the hospital at Forty-seventh and Drexel Boulevard August 11, and I am working back at my trade again. Thanking you for your kindness shown to me when I was at your office, I remain,

EDWARD WANIATA.

Sitek, Michael Joseph, 8-12793, private, first class, Company C Three hundred and eleventh Engineers, Eighty-sixth Division, 4205 Lincoln Avenue, Chicago, Ill.:
Offered section 2, training in tryout in oxy-acetyline welding, August 18, 1919.
Refused training as shown by his letter in our files, copy of which is submitted:

JANUARY 15, 1920.

The superior chapter of the Red Cross informs me that you have written them in reference to my vocational training, asking that I write you whether or not I wish to take advantage of same at this time.
I am now employed at one of the local coal docks, learning to run an electrical car-loader. I have promised them that I would stay with them, and feel that I should keep my promise to them, so would not care to take the course in vocational training at this time. I presume that I can do so later on if I should so desire. Kindly advise me.
Thanking you for your attention to this, I am
Respectfully yours,

MICHAEL J. SITEK.

Duvall, Edgar Eli, 8-6145, seaman second class, Navy, R. F. D. No. 2, Monroe, Mich.:
Offered section 2, training in tryout in general agriculture, emphasizing hog raising, September 8, 1919.
Postponed training as shown by his letter in our files, copy of which is submitted:

MARCH 1, 1920.

I have no intention of going to school right now, but I may like to go to school next winter. I am undecided at the present time.

E. E. DUVALL.

Callahan, John (14927), private, Company H, One hundred and twenty-ninth Infantry, Grafton, Ill.:
Offered section 2 training in business course, November 20, 1919.
Postponed training as shown by his letter in our files, copy of which is submitted:

GRAFTON, ILL., *February 18, 1920.*

Mr. CHAS. W. SYLVESTER,
Chicago, Ill.

DEAR SIR: Your letter received and appreciate very much, but it will be impossible for me to start to school for some time, as I have been under the care of a doctor for the past two weeks and he informs me it would not be safe for me to enter a closed school room at present; therefore if the date of starting can be deferred it will be a great favor to me, so if you will kindly advise me in regard to this matter it will be highly appreciated.
Thanking you for past favors, I am, respectfully,

JOHN CALLAHAN.

Sweeney, David J. (18509), private first class, Company I, Thirty-ninth Infantry, Rochelle, Ill.:
Offered section 2 training in general agriculture November 20, 1919.

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Postponed training as shown by his letter in our files, copy of which is submitted:

ROCHELLE, ILL., *December 15, 1919.*

Am in receipt of yours of December 2 with regard to my course in general agriculture at the University of Illinois. Owing to my physical condition at the present time I would not be doing justice to myself or to the course, if I should start now. I want to take advantage of this opportunity and if I may postpone the time for beginning this course for some time, I will gladly notify you when I will be ready to take it up.

Very truly, yours,

DAVID J. SWEENEY.

Druckrey, Oscar (15066), corporal, Company F, One hundred and twenty-seventh Infantry, Shawano, Wis.

Offered section 2 training in window trimming and show card writing, December 4, 1919.

Refused training as shown by his letter in our files, copy of which is submitted.

SHAWANO, WIS., *December 12, 1919.*

MR. CHARLES SYLVESTER,
D. V. O. District No. 8, Chicago, Ill.

DEAR SIR: Your letter of the 10th at hand, asking if I intended to take the training in window trimming and show card writing, and if not to let you know what I am doing and what pay I get. I decided that I did not care to take this training as an apprentice in one of the Chicago stores, for it is very inconvenient for me to get away. The manager here also does not want me to go, and think the window training I am now doing is satisfactory. My work is as a clerk and window trimming in a gents clothing store, of 10 hours a day, and am receiving $25 a week.

Very truly, yours,

OSCAR T. DRUCKREY.

Agustink, Walter Frank (10325), private, Company E, One hundred and sixty-eighth Infantry, 811 Riopelle Avenue, Detroit, Mich.

Offered section 2 training in mechanical drawing, July 31, 1919.

Refused training as shown by his letter in our files, copy of which is submitted.

DETROIT, MICH., *December 16, 1919.*

MR. CHAS. W. SYLVESTER,
Federal Board for Vocational Education.

DEAR SIR: Received your letter of December 13, 1919, and wish to inform you that I do not care to take up any training. As I have a good position now, which offers me advancement in the near future. Thanking you for the offer, I remain,

Yours, respectfully,

WALTER F. AGUSTINK,

Verway, Harry (2505), private, M Company, One hundred and Sixtieth Depot Brigade, Camp Custer, 47 Erickson Street, Muskegon, Mich.:

Offered section 2 training in trade tryout, Novemer 19, 1919.

Refused training, as shown by his letter in our files, copy of which is submitted:

MUSKEGON, MICH., *January 21, 1920.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION.

DEAR SIR: Received your letters regarding vocational training; but sorry to say I am not in any condition for this work, as I need all the fresh air I can get, also to have my weight and strength back. As my health is poor since my discharge in the Army, I will notify you when my conditions are better.

Thanking you very much for your kindness, through the disabled soldiers, I remain,

Yours, truly,

HARRY VERWAY.

Meaume, Alfred Perry, 8-15323, coxswain, United States Naval Reserve Force, 2022 Eastwood Avenue, Chicago, Ill.:

Offered section 2 training in placement training as cutter and designer, September 12, 1919.

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Postponed training as shown by a letter in our files, copy of which is submitted:

OCTOBER 6, 1919.

R–61954.
From: District vocational officer, district No. 8, Chicago, Ill.
To: Chief Division of Rehabilitation, Washington, D. C.
Re: Meaume, Alfred Perry, coxswain, United States Naval Reserve Force, 2022 Eastwood Avenue, Chicago, Ill.

DEAR SIR: This man was notified that approval had been granted for a course of training in cutting and designing men's clothing. His father called upon us in answer to this, stating that his son was working as a cutter for $32 a week, and for this reason he does not want to take advantage of this training unless he finds that he can not carry on at his present job. In that case he will ask for training in some other line of work.

Yours, very truly,

CHAS. W. SYLVESTER,
Division Vocational Officer, District No. 8.

Miller, Francis Warren (10372), Corporal, Company H, Three hundred and sixty-second Infantry, 91 Division, R. F. D. 4, Martinsville, Ill.:

Offered section 2, training in animal husbandry, June 24, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

MARSHALL, ILL.,
January 8, 1920.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Chicago, Ill.

MY DEAR SIRS: I do not see as I am ready to take your course in animal husbandry for I am married now and have a wife to support and I do not care for that now; how about some automobile school, but I do not see how I could get away. I am going to try and farm next year for myself, so I have to look after things.

Very truly, yours,

FRANCIS W. MILLER.

Dexter, Luther (16895), private, Company K, One hundred and thirtieth Infantry, 324 Fourteenth Street, Cairo, Ill.:

Offered section 2, training in agriculture and elementary education, August 11, 1919.

Refused training as shown by his letter in our files, copy of which is submitted:

CAIRO, ILL., *January 31, 1920.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION.

DEAR SIR: I will write you a few lines in answer to your letter that I received December 27, 1919. I have not yet decided whether I want to take the training or not, when I get ready to take it I will let you know. I have five years to decide on it, so if I get ready to take it during the five years I will let you know.

Yours, truly,

LUTHER DEXTER.

Punkiewiez, Marion, 8–16658, private, Company B, One hundred and twenty-eighth Infantry, Thirty-second Division, 1209 Sixth Avenue, Moline, Ill.:

Offered section 2, training in English and trade try out, October 28, 1919.

After repeated attempts to gain contact with the man, his case was sent to Red Cross, copy of whose report is submitted:

FEBRUARY 27, 1920.

The following report was received from the Moline Home Service Section regarding Mr. Punkiewiez, who is a man who was approved for training, but did not report:

We have talked with the above-mentioned man in regard to vocational training, but he seems quite satisfied with his work and does not care to take up any training.

Mr. Punkiewiez is employed at the John Deere Plow Works in this city, and has work that is not very heavy and makes good wages.

I. C. TWITCHELL.
F. A. WHITE (SA).

(Thereupon, at 9.45 o'clock p. m., the committee adjourned to meet again at 10 o'clock a. m., Friday, April 30, 1920.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Friday, April 30, 1920.

The committee met at 10 o'clock a. m., Hon. Horace M. Towner (acting chairman) presiding.

Mr. TOWNER. Mr. Munroe, you may take the stand.

TESTIMONY OF MR. JAMES P. MUNROE, VICE CHAIRMAN FEDERAL BOARD FOR VOCATIONAL EDUCATION—Resumed.

Mr. TOWNER. Mr. Munroe, what is your judgment as to the present organization of the Vocational Board? Does it meet with your unreserved approval?

Mr. MUNROE. You mean the general make-up of the board?

Mr. TOWNER. Yes.

Mr. MUNROE. Yes, sir; I think it is an admirable arrangement.

Mr. TOWNER. You then approve entirely of the membership on the board of the Cabinet officers?

Mr. MUNROE. Yes, sir; it has been a very useful part of the board organization.

Mr. TOWNER. In what way are they useful?

Mr. MUNROE. Of course the daily work of the board is carried on by the standing committee made up of the three appointed members and the Commissioner of Education, and then at least once a month, and sometimes oftener, the full board meets with the Cabinet officers present, and then all questions of general policy are put up to the whole board and receive the sanction or the dissent, as the case may be, of the Cabinet members.

Mr. TOWNER. They act, very largely, in an advisory capacity?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Do you say that as often as once a month you have a full meeting of the board?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Do the members of the Cabinet seem to take any particular interest in the activities of the board?

Mr. MUNROE. A very great interest. Of course, especially in the war period, they had very many other important duties to attend to, but, personally, I have been surprised that they have been able and have been willing to keep such close touch upon the work of the Federal board as they have.

Mr. TOWNER. Your idea then is that so far as the personnel of the board is concerned, it is an advangtage distinctly to have Cabinet officers members of the board?

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Mr. MUNROE. A very great advantage; yes, sir.

Mr. TOWNER. What do you say to the proposition that is suggested of increasing the active membership of the board, perhaps by one or possibly by two new members, one at least of whom should be a service man.

Mr. MUNROE. Of course if such a man were put on, it would be only for the comparatively temporary purpose of this rehabilitation work, because such a man would have no special interest in or qualifitions for the general work of the board, which deals with education pure and simple.

Mr. TOWNER. Your idea then would be that it would be unnecessary and of no particular advantage.

Mr. MUNROE. I can not see any special advantage in it, because, as I pointed out yesterday, a large proportion of our staff are ex-service men. They certainly ought to be able to take care of the interests of the soldiers.

Mr. TOWNER. How are the activities carried on with regard to the various duties of the board, the vocational work, and the rehabilitation work, and the other activities of the board? How is the work divided?

Mr. MUNROE. As far as the board itself is concerned, it usually at its monthly meetings gives one day to the activities of vocational education and another day to those of vocational rehabilitation. Of course, the members who are on the job all the time, like myself, give attention to these things as occasion requires. As to the staff, we have, as you doubtless know, a chief of the vocational education division and a chief of vocational rehabilitation division, and their staffs are kept absolutely separate, the only interchange of duties being, such as I pointed out yesterday, the disbursing, auditing, and so on, which are common to both branches.

Mr. TOWNER. Then so far as the board taking part in the administrative functions of the board, it is only of a supervisory character; in other words, there is no member of the board who is at the head of the rehabilitation service.

Mr. MUNROE. No, sir.

Mr. TOWNER. Your director is at the head?

Mr. MUNROE. Yes, sir. We have no director.

Mr. TOWNER. You have a director who is at the head of the vocational service under the other acts and activities of the board.

Mr. MUNROE. We have the two chiefs, each directly responsible to the board.

Mr. TOWNER. For instance, your rehabilitation chief —what is the name of the director?

Mr. MUNROE. Mr. Lamkin.

Mr. TOWNER. And what is his name?

Mr. MUNROE. Uel W. Lamkin.

Mr. TOWNER. How long has Mr. Lamkin been in the service?

Mr. MUNROE. I can not remember the date. Mr. Lambkin can perhaps tell us.

Mr. LAMKIN. January, 1919.

Mr. MUNROE. In January, 1919, Mr. Lamkin was put in charge of the regional office, with its headquarters at St. Louis, and then on September 15 he was made chief of the whole division.

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Mr. TOWNER. To what extent and in what manner has Mr. Lamkin charge of this rehabilitation work?

Mr. MUNROE. To the extent that any responsible chief in a Government department has his responsibilities.

Mr. TOWNER. Is he the final arbiter on questions that arise from the various regions?

Mr. MUNROE. On questions of administration. Of course, questions of policy have to be put up to the standing committee of the board.

Mr. TOWNER. Questions of policy are so often mingled with a proposition of administration that it is very hard to separate them, is it not?

Mr. MUNROE. Well, I think that both Mr. Lamkin, the chief of the rehabilitation division, and Mr. Hawkins, the Chief of the vocational education division, lean on the side—if there is any question as to whether it is administrative or a question of general policy—lean on the side of putting it up to the standing committee.

Mr. TOWNER. And that means the active membership of the board?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. In other words, they refer all important questions that arise to the membership of the board?

Mr. MUNROE. Yes, sir; and then after we have laid down a general policy covering that point, of course, they are free to act under that general vote.

Mr. TOWNER. Again, I would like to have you state whether there can be any distinction between a question of general policy and a question arising under an administrative act that really involves a question of policy. Are such questions not continually arising?

Mr. MUNROE. The conditions are rather peculiar, I think, with our board from the fact that the work has been so tremendous and the necessity of haste has been so great, that the standing committee has had to be on the job practically all the time and doubtless it has taken part in the administration, when, under normal conditions, it would not have done so.

Mr. TOWNER. Does the board interfere with the activities of the directors in carrying on the work, of its own motion?

Mr. MUNROE. I do not quite get your point there?

Mr. TOWNER. The point is this: The committee would like to know just how far the authority of the director extends and how far he can be held personally responsible for the activities of the board. You say he is the administrative head. We grant that, but if the administrative head is being continually interfered with in the performance of his duty then he is only nominally the head. The committee would like to know whether he is actually the head of the department or not.

Mr. MUNROE. I think Mr. Lamkin could answer that question better than I could. So far as we are aware, after laying down general policies, we try to give him a free hand in the administration of those policies.

Mr. TOWNER. The impression has been created by the testimony here that the board themselves are continually interfering with the administration of the work and continually changing their policies; what have you to say about that?

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Mr. MUNROE. There have been changes in policy made necessary by the very rapid changing of conditions under which the work has been carried on. As I pointed out in my testimony last night, we have had to overcome one obstacle after another, and as each of those obstacles was overcome, it of course necessitated a somewhat greater or less change in general policies; and, of course, the revised legislation of last July necessitated very drastic changes in policy.

Mr. TOWNER. If a person is the head of an administrative department or bureau, he ought to be responsible for those who are his subordinates, ought he not, Mr. Munroe?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Then he ought to have the appointive power, ought he not? Has Mr. Lamkin that power?

Mr. MUNROE. So far as it is possible under Government regulations. As I understand it, all staff appointments have to come before the board for confirmation. They are made on his recommendation, of course.

Mr. TOWNER. Well, are they made on his recommendation?

Mr. MUNROE. Oh, yes.

Mr. TOWNER. To what extent does the board interfere in the appointment of the personnel of these various divisions or regional offices?

Mr. MUNROE. Not at all, so far as I am aware.

Mr. TOWNER. When a vacancy occurs, does Mr. Lamkin go about making the appointment without receiving the authority of the board?

Mr. MUNROE. He makes the recommendation. He finds the person and makes the recommendation, and the formal appointment, of course, is made by the board.

Mr. TOWNER. Then he is not the head and chief of the bureau if he has not the power of appointment. He is not the head of the rehabilitation department if he has not that power, is he?

Mr. MUNROE. That is a new point of view to me, Mr. Chairman. I should suppose that all appointments, all staff appointments, had to be conferred, made actual, by a vote of the whole board on the recommendation of the chief. Of course, all clerical appointments are made by the district officers themselves.

Mr. TOWNER. Then you have a line of distinction between what you call staff appointments and clerical appointments?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Will you please state what that is?

Mr. MUNROE. The clerical appointments includes stenographers, clerks, charwomen, and people of that sort, anything below the line of stenographer and including the stenographer.

Mr. TOWNER. Now, all of the regional chiefs and all their principal subordinates, men engaged in placement work and in the determination of the degree of disability and the determination of where the training shall be taken, and all those matters, are they directly put up to the board to pass upon?

Mr. MUNROE. Every month we pass on the full list of appointments.

Mr. TOWNER. Why do you not leave that with the head of the department?

Mr. MUNROE. Well, as I say, Mr. Chairman, I had supposed up to this time that it was a requirement of Government procedure that

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they should be acted on by the full board. I may be mistaken in that.

Mr. TOWNER. What is the ground for that idea? This is not a criticism——

Mr. MUNROE. No.

Mr. TOWNER. We are just trying to find out the facts regarding it, Mr. Munroe.

Mr. MUNROE. As I say, the question has never been brought to me before. I took it as a matter of course that we had to pass on all staff appointments. We, of course, in the very beginning laid out a chart showing the organization, and we act under that original chart with such modifications as the changes in conditions necessitate.

Mr. TOWNER. Then, so far as the head of the rehabilitation work is concerned, the director, he can not make directly any appointments at all. He has to submit them all to the board and they have to be acted upon by the board??

Mr. MUNROE. Yes, sir. As a matter of fact, however, I can not remember of any change being made by the board. They accept his recommendations.

Mr. TOWNER. The policy was adopted in the first instance, as I understand it, of having the board pass upon the determination of whether or not the service man should be entitled to training at all.

Mr. MUNROE. You mean the full board?

Mr. TOWNER. Well, I do not know about the full board. I mean at least the department here in Washington.

Mr. MUNROE. Of course, in the beginning, until the districts had had experience and until it was felt proper for them to stand alone, Washington had to keep a supervisory attitude; but after the legislation of last July, as soon thereafter as the personnel was reorganized as required by the salary limitations, a general order was sent out giving each district full authority to put all amputation cases, without any question at all, and to put all other cases into training except those requiring or likely to require more than two years or involving a tuition fee of more than $500 a year.

Mr. TOWNER. Has that policy been adopted ever since July?

Mr. MUNROE. Yes, sir. All the time we are giving more power and authority to the district officers.

Mr. TOWNER. Some of the testimony before us would lead us to believe that the board was still, down to a very late date, reserving to itself the determination of that question, and that it had resulted in great delays.

Mr. MUNROE. That was either mistaken testimony or else was testimony relating to the period before July 11, 1919, when of course all matters had to be referred to Washington because no action in the matter of putting a man into training could be taken until previous action had been had by the Bureau of War Risk Insurance. We could not give freedom to the districts in those days.

Mr. TOWNER. Now, until the passage of the law in July, by which the board was given power to determine upon the right to training of any service man, your position and the position of the board is that all the delay occurred by reason of the fact that you could not get action from the War Risk Insurance Bureau?

Mr. MUNROE. That was the main cause of delay; yes, sir.

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Mr. TOWNER. You stated on your examination yesterday that 39,000 men were now in training, and, in a general way, can you give the committee any idea of what form this training is taking and where the training is being given.

Mr. MUNROE. I have a memorandum here. On February 28—at that time the total figure was 28,000—there were in prevocational training; that is, training for illiterates or non-English-speaking foreigners, 4,294. The total in trade and industrial training was 8,950, and that includes the electrical trade, 1,100. (I will just read round figures.) Mechanical trades, 3,600; retail trades, 380; printing trades, 220; garment and leather trades, 495; railway, 25; manufacturing, including glass blowing, dye making, paper manufacturing, silver plating, and so on, 68; crafts, including horology, jewelry making, etc., 412; advertising trades, 460; woodworking and wood-finishing trades, 353; food preparation, 76; textiles, 157; repair work, including typewriter repairing, sewing-machine repairing, and so on, 73; miscellaneous trades, including barbering, motion-picture operating, drafting, upholstering, and so on, 1,224; business and commercial training, 7,253. That is divided up into various forms. General farming, 3,053; and in the professions, 3,978, including practically all the professions. As to places in which they are being trained, as I remember it, between 5,000 and 6,000 of the men are in placement training; that is, they are in actual industries being trained on the job under supervision, and the remainder of the men are in schools, colleges, or in what we call receiving stations which are mainly for illiterates and non-English-speaking men where they give half a day in this special school under direct supervision to training in the English branches, and the other half day to trying them out on various trades and crafts which are carried on in the school, so as to get an idea as to their best line of industrial activity

Mr. TOWNER. That would mean, then, that about one-third are being trained in actual work.

Mr. MUNROE. Approximately that number; yes, sir.

Mr. TOWNER. Do you think that proportion would hold good for the 39,000?

Mr. MUNROE. Would you think that proportion of about one-third in actual placement training would hold, Mr. Lamkin?

Mr. LAMKIN. No.

Mr. MUNROE. Not so large a figure as that?

Mr. LAMKIN. No, sir.

Mr. MUNROE. About 20 per cent. My colleague (Mr. Holder) reminds me that in a great many cases where these boys are being trained in a school or a college, they will then be given a subsequent period of placement training on the job so as to make certain that they will make good in it.

Mr. TOWNER. I understood that. I wanted to get at how many men were being trained or received the training actually in factories where the work was being carried on.

Mr. MUNROE. Between 20 and 25 per cent, I should say.

Mr. TOWNER. Can you give us an idea of how many of those men are receiving part wages?

Mr. MUNROE. Very few.

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Mr. TOWNER. Very few of them? Do you have complaints from the factories where these men are at work regarding the men or is there general satisfaction with regard to the men?

Mr. MUNROE. Of course, as there would be in any such large number of men, there are individual cases of complaint and dissatisfaction, but, as a rule, the attitude of the employers, where men are in placement training and the attitude of the teachers in the schools and colleges is one of unusual satisfaction with the work that these boys are doing.

Mr. TOWNER. Now, what is the attitude of the men themselves who are engaged in this work?

Mr. MUNROE. With a few exceptions which, of course, one would find in a large body of that kind, they are eminently satisfied with the work they are doing.

Mr. TOWNER. What can you say regarding the prospects of these men after they have completed this practical season of training? Are they likely to find places where they can receive adequate remuneration from the end of this training period?

Mr. MUNROE. Most of these cases, I believe, are going to receive larger wages than they did before they were disabled.

Mr. TOWNER. Will there be any difficulty in their finding places?

Mr. MUNROE. Not if the present industrial conditions continue. Of course, a serious panic would alter the situation very materially.

Mr. TOWNER. Now, regarding these men who are attending the schools—most of the men are attending technical schools, are they?

Mr. MUNROE. Yes; I presume the majority of the schools would be called technical schools.

Mr. TOWNER. Just explain what you mean by that?

Mr. MUNROE. Well, it is a rather difficult thing to explain because almost every college now has a large technical department, so that there are a good many boys in colleges who are really taking the technical side of that work; but, of course, as this training is for the purpose of making these men industrially efficient, to put them on their feet industrially, naturally the majority of the work is along industrial lines.

Mr. TOWNER. Then, most of them are attending technical schools, if they are in a general university or college that has a technic department and they are in that technical department, of course they are in a technical school.

Mr. MUNROE. Yes, sir.

Mr. TOWNER. That is correct, is it? Most of them who are attending the colleges or schools of any kind are engaged in technical work?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. What proportion of these men are taking a business training or training for clerical positions, something that might not be considered as directly a trade industry?

Mr. MUNROE. Well, of course, I included those in using the word technical. I presume you mean the business and commercial courses.

Mr. TOWNER. You now understand my question and I would like to know what proportion there are of those men, for instance, who are preparing to be typewriters and stenographers and to go into the banks and take clerical positions of all kinds. What proportion of the men are engaged in preparation for that class of work?

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Mr. MUNROE. This statement is as of February 28, when the total number of men in training was practically 27,000. The number at that time in business and commercial training was 7,253, and of that the number training for administrative positions was 3,716. That includes positions for general advertising, business administration, banking and finance, real estate, insurance, foreign trade, factory management, auctioneering, salesmanship, and so on. The number training for subordinate positions in commercial lines at that time was 3,234, including bookkeeping, shorthand and typewriting, secretarial work, clerical work, postal clerk, civil service preparatory, and a general commercial course without specification, 2,500 of them.

Mr. TOWNER. How are that class of men getting along with their work?

Mr. MUNROE. Very well. They are being trained very largely in the special schools of business, and I have talked with a number of the heads of such schools and they express great satisfaction with the progress the men are making.

Mr. TOWNER. As I understood you yesterday, only about 10 per cent of those who actually enter training desert or stop it.

Mr. MUNROE. Less than that. The percentage is between 8 and 9 per cent.

Mr. TOWNER. Less than 10 per cent.

Mr. MUNROE. Yes, sir.

Mr. TOWNER. In a general way, what would you say were the principal causes of these men giving up their training?

Mr. MUNROE. More than 50 per cent of them give up because of the return of their disability and they hope, of course, to go back into the work when they are well again. As I recollect it, perhaps, 20 per cent of the 8 or 9 per cent give up because they think it is not worth while, and the balance give up because they secure some immediate position and think it is not worth while to finish their training.

Mr. TOWNER. You stated, I believe, yesterday that 20,000 of these men who were entitled to training were not in training.

Mr. MUNROE. Yes, sir; about that number.

Mr. TOWNER. Did you mean by that the cases of those men had been passed upon and that they had been decided to be entitled to training?

Mr. MUNROE. And the men have been notified of the course that is open for them, and in many cases they have been sent Government transportation to carry them where the school or place of training was at some distance from their home.

Mr. TOWNER. After you have notified them, do you receive word from them as to the reason why they do not go on with their training?

Mr. MUNROE. If we do not from the first letter, we send a second letter, and if we get no reply to that, we send a third, and in most cases if the man is within any reasonable distance, we send somebody to look him up, and of course in all this work we have the active cooperation of the American Legion Posts, of the Home Service Sections of the American Red Cross, and of various other national and local agencies.

Mr. TOWNER. I was not particularly asking the board to exonerate itself for neglect but what I wanted to know was the reason or cause of these men not being in training where they were entitled to it.

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Mr. MUNROE. I might have read yesterday, if I had not tired the committee by reading so many letters, extracts from a number of letters giving the reasons why the men did not take the training. As I remember it, in a good many cases their conditions at home were such that they did not feel it proper for them to leave. I remember one case where a man had an aged father and he felt he ought to stay with him. In another case the man owned quite a little farm, and while he would have liked to take the training, he felt his duty was to carry on that farm; of course, in some instances they simply write that they are not interested in training; and under the present industrial conditions, it is so easy to get a good paying job, that men do not think it is worth while to go through the trouble of training.

Mr. TOWNER. What is your idea of the proportion of these 20,000 men taking the training at some future time?

Mr. MUNROE. It would depend very much on the industrial situation. If there should be a very serious panic and scarcity of opportunity for paying positions, I think these men would come in in very great numbers, but should the present scarcity of labor and the demand and high wages continue—this is merely a guess—I should doubt if we get more than 50 per cent of that number, despite all our efforts to get hold of them, and as I said yesterday——

Mr. TOWNER (interposing). Fifty per cent would be a pretty large expectation, would it not?

Mr. MUNROE. Well, I hope we shall be able to induce that number to take the training.

Mr. TOWNER. Then you are still making efforts, even after sending the third letter?

Mr. MUNROE. As I explained yesterday, we are starting out in the New York district and in some of the others, and we propose to carry it through all the districts except where the distances are so great as to make it practically impossible. We are sending word to all these men not yet in training to present themselves at the nearest large center to their homes, and we get at them, also, besides writing them a letter, through the local Red Cross and the American Legion and so on; and to that district we send a flying squad from the nearest district office to take up the cases not only of those men who have been assigned to training and have not yet gone into it, but also the other cases that have been brought to our attention in which the training has not yet been determined, so as to clean up both those groups as far as possible in each of those localities.

Mr. TOWNER. In case you have a man who is taking training for some particular vocation, and he finds out that his physical condition is such by reason of his disability that he can not carry on that training, and again returns to you for training in some vocation that he could carry on owing to his condition, I understood you to say yesterday that you could not give him the training.

Mr. MUNROE. You misunderstood me, sir, because we are doing that in hundreds, if not thousands, of cases.

Mr. TOWNER. I was wondering about that.

Mr. MUNROE. You must have misunderstood me, sir.

Mr. TOWNER. I should think that would not be an infrequent case.

Mr. MUNROE. It is a very frequent case, and a good share of the time of the local case boards is taken up in the consideration of such cases.

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Mr. TOWNER. I would like to have you explain to the committee the relation between the hospital cases and your work. For instance, take the case where a man has entered into training with you and his wound breaks out afresh, or tubercular indications are shown, or something of that kind interrupts his work; what is done in his case?

Mr. MUNROE. His case is immediately taken hold of by the Bureau of Public Health, which is working in the closest cooperation with us—in fact, all our medical staff now is assigned to us by the Bureau of Public Health—and he is sent back to the hospital, or his case is taken care of in a proper medical way until he is in a condition to resume his training, and while under that hospital care he receives the same compensation that he does while pursuing his training.

Mr. TOWNER. In other words, you treat him just as if he were still in training, on the supposition that he will resume his training?

Mr. MUNROE. Yes, sir; only, of course, the Bureau of Public Health assumes the responsibility for his care, not we.

Mr. TOWNER. Of course, I understand that; but there are, as I understood you to say, 30,000 or 40,000 of these men who would be entitled to training who are tubercular cases and ought to be in the hospital, and, in fact, a great many of them are. What is going to be done with those cases?

Mr. MUNROE. We have already established arrangements with the Bureau of Public Health by which we assume, under medical direction, the training of these men in the hospital itself, or in the close vicinity of the hospital, of all those cases where it is not felt by the doctors that it would be detrimental to the man to work for one or two or more hours a day. In that way we hope to hasten his training, so that when he does recover he will be just that much further along in his preparation for industrial earning.

Mr. TOWNER. The statement was made in the press not long ago that there were 15,000 or more of these tubercular patients that could not have any hospital training, although they were virtually dying for want of care and for hospital service. Have you any information regarding that matter?

Mr. MUNROE. I think I testified yesterday that before the law was passed there were something like 10,000 cases sent out from the camps, and of course a good many of those have been since picked up by the Bureau of Public Health, but I presume a great many of them are still at large, and until the amendment of July we had no responsibility whatever for the men discharged from the camps between April and October of 1917.

Mr. TOWNER. The committee realizes that you are not responsible for those conditions, but we want to know what you know with regard to the facts, if we can.

Mr. MUNROE. As I understand it—this is only on secondhand information -this bill now before the Congress asking appropriations for the building of a number of new hospitals for the use of the Bureau of Public Health is largely for the purpose of taking care of those cases.

Mr. TOWNER. It has been shown time and time again that there are plenty of hospital facilities in the United States. The only question is as to the utilization of them and securing them for the Government. It seems that the Bureau of Public Health or some other departments of the Government are insisting on immense appropriations for the

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building of hospitals that it would take two or three years to build, when there are an abundance of hospitals that could be used and are being offered to the Government, and there are a great many cantonments that could be utilized with a very small appropriation and would be very quickly available.

Mr. MUNROE. Of course, I can not speak with any firsthand knowledge about that.

Mr. TOWNER. I believe you recommended yesterday that the Government should—what was your first recommendation, Mr. Munroe?

Mr. MUNROE. I am pretty sure it was the removal of the salary limitation from the bill. I do not seem to have my documents here.

Mr. TOWNER. The removal of the salary limitation?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. That is, the granting of an appropriation in bulk, so that the salaries could be apportioned by the board.

Mr. MUNROE. May I say in connection that this morning I sent a communication to Mr. Good, chairman of the Committee on Appropriations, in answer to a number of questions he asked in regard to the numbers in training and so on, in which, at the suggestion of the board, I very strongly emphasized the importance of the removal of those salary limitations.

Mr. TOWNER. What was your next recommendation?

Mr. MUNROE. That every effort be made to put through promptly the so-called Kahn Bill giving the Department of War authority to turn over to us, so that we may lend them to the schools, a great amount of material that is not needed by the War Department and which is very sadly needed by those schools and colleges.

Mr. TOWNER. You mean these technical schools?

Mr. MUNROE. Yes, sir. The Department of War, of course, has a tremendous accumulation of all sorts of large and small tools and small motors and things of that sort that are of the highest value in the training of these disabled men. as I pointed out yesterday, we acquired about a quarter of a million dollars' worth of them under authorization of the Secretary of War until that was stopped, and since then we have been acquiring them by purchase.

Mr. TOWNER. Are not these technical schools to which these men are sent equipped with this kind of material?

Mr. MUNROE. Not for the large accessions of men we are sending to them. In many of these schools we are training from 100 to 300 disabled men in addition to their regular quota, and they have not the facilities for that sort of thing. Of course, many of the colleges, especially the older colleges, are not equipped as they should be for this form of technical training. They have competent staffs to teach, but in many cases they have not the equipment, and, of course, under present conditions it is absolutely impossible to purchase anything of that sort in the open market. It would be months and months before they could get deliveries.

Mr. TOWNER. What was your next recommendation?

Mr. MUNROE. I am sorry, Mr. Chairman, that the other stenographer has taken my document from which I was speaking last night, and I can not remember the order of the recommendations. I remember that one recommendation, whether it was the next one or not, that Congress give us authority to train men who entered the armies

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of the Allies before we went into the war, and then another recommendation was——

Mr. TOWNER (interposing). That is, make reciprocal arrangements with the Allies for the training of men who happen to be in this country who belonged to their armies, and, especially, I suppose, that would apply to the Canadians?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. Do we not now have, while not an express reciprocal arrangement, perhaps an implied one by which those Americans who served in the Canadian Army are receiving training here in the United States without compensation?

Mr. MUNROE. It is done under the Elks' fund, Mr. Lamkin tells me.

Mr. TOWNER. You also recommended the foundation by the Government of a revolving fund to take the place of the Elks' revolving fund?

Mr. MUNROE. Yes, sir.

Mr. TOWNER. What amount do you think would be required at this time or from this time on?

Mr. MUNROE. The Elks' fund is $200,000, and a few weeks ago the Elks were seriously considering asking the payment of that fund back to them. We put up very strong recommendations to them, and they were very nice about it and agreed to continue it for another year. Whether they will be disposed to do it beyond that time I can not say.

Mr. TOWNER. My question was as to the amount of money; would $200,000 be sufficient?

Mr. MUNROE. I think a quarter million dollars would be sufficient.

Mr. TOWNER. Even if that were provided, it would have to be paid to the Elks in large proportion.

Mr. MUNROE. Oh, no, sir——

Mr. TOWNER. In order to take up the $200,000 outstanding?

Mr. MUNROE. No, sir; the boys are paying back so well. I think I testified that between 80 and 90 per cent of the loans are promptly paid, so there would be only probably somewhere between 5 and 10 per cent for the Government to make good to the Elks.

Mr. TOWNER. Can you think of any other recommendations that you have in mind?

Mr. MUNROE. Only this matter of the hospitals. Of course, I had not your point of view when I made that recommendation, but the Bureau of Public Health has very strongly put it up to us that if we are to carry out this excellent cooperative arrangement, by which we are to train men in these public health hospitals, they must have an appropriation for the erection of these hospitals; but, as I say, I can not speak from direct information on that.

Mr. TOWNER. You spoke in your testimony yesterday of the fact that you had had a great deal of difficulty in securing legislation in order to make your work effective, particularly referring to the funds necessary. When you first came to Congress asking for an appropriation, you asked for $2,000,000, I believe.

Mr. MUNROE. There, let me say, if I may express myself more clearly than perhaps I did yesterday, it was not the total amount, it was the fact that we were required to budget that $2,000,000 which led to the difficulties that followed in the succeeding winter. If that

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$2,000,000 had not been budgeted, we would have had practically no difficulty in that first year.

Mr. TOWNER. When you found out that this difficulty existed, what steps did you take?

Mr. MUNROE. We brought it to the attention of Congress in the early part of December.

Mr. TOWNER. When you say, "brought it to the attention of Congress," what do you mean by that?

Mr. MUNROE. Put in a bill permitting the coalescing of these funds, through the proper channels.

Mr. TOWNER. What proper channels? Did you ever call it to the attention of the Education Committee that had introduced this legislation?

Mr. MUNROE. Mr. Holder tells me that Dr. Prosser, who was at that time the director, handled it directly with the Education Committee of both houses.

Mr. TOWNER. Did you not, in fact, make nearly all of your demands through the Appropriations Committee?

Mr. MUNROE. Not in that particular case, I think, sir.

Mr. TOWNER. Well, in all cases.

Mr. MUNROE. Where it was a question of appropriations, we went, naturally, to the Committee on Appropriations.

Mr. TOWNER. Did you appear before the Committee on Education with regard to these necessary changes in the law?

Mr. MUNROE. I, personally?

Mr. TOWNER. No; I mean the board.

Mr. MUNROE. I think that Dr. Prosser did or else brought it to individuals on the committee.

Mr. TOWNER. As a matter of fact, let me say this, that it was, in several instances, upon the suggestion or upon the application, really, of the members of the Committee on Education to the board, before we could receive any information regarding the matter, and the board seemed to be very loathe indeed to take the matter up with the committee that had originated the legislation and seemed to take the matter up, if they took it up at all, directly with the Committee on Appropriations.

Mr. MUNROE. I am very sorry——

Mr. TOWNER (continuing). When the changes that were to be made were changes in the law that ought to have originated with the Committee on Education, and the matter ought to have been brought before the Committee on Education. From the very start the Committee on Education has been very anxious, indeed, to make this legislation effective, and would have done and has done everything for the board that could be done in order to make it effective.

Mr. MUNROE. I have here a report, which has been put in my hands, of a hearing before the Committee on Education. It is dated January 34—I do not know whether that is January 3 or January 24, 1919, and at that hearing Dr. Prosser appeared and urged the coalescing of the funds and stated the situation.

Mr. ROBSION. What is that date?

Mr. MUNROE. It is January 34. I do not know whether it means January 3 or January 24. It is 1919. I see it is dated on the outside January 24.

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Mr. PLATT. Doctor, you spoke of efforts being made to clean up by sending out letters to the men and by having squads of men go out and see those who had not yet applied for training. When a man writes you and says he does not want training, what do you do? Do you keep him on the list and keep after him?

Mr. MUNROE. We put him on what you might call the reserve list, in case he should change his mind at any time, but take him out of the active list.

Mr. PLATT. I should think that his name ought to be crossed off, and not necessarily prohibited absolutely from having training, but that he ought not to be pestered all the time. I have had some complaints about the board keeping after people who do not want training, who are either employed or not in condition to take training.

Mr. MUNROE. I have no doubt we have been overzealous in the matter, but we felt it was better to err on that side than on the other.

Mr. PLATT. You pay no attention, apparently, to the letters written you; no one ever reads them or opens them, or pays any attention to the case. When men are taken sick and sent to the Public Health hospitals, their pay keeps on just the same as if they were in training?

Mr. MUNROE. After 30 days they are transferred to the Bureau of War Risk Insurance, but under the Sweet amendment they get the same amount that they would with us.

Mr. DALLINGER. Mr. Chairman, I was unavoidably absent yesterday and I do not know just what Mr. Munroe has testified to. I would like to ask if some one else is going to meet the specific charges that have been made against the board in regard to particular cases?

Mr. MUNROE. I dealt with that in my testimony yesterday. I think I answered each specific charge.

Mr. BURROUGHS. In the early part of your testimony, Mr. Munroe, you gave some figures. If they are convenient and readily accessible, I wish you would just verify these figures, because I am not sure I correctly got all of them. The figure you gave of total registrations, as of March 27, I take it, was 206,666.

Mr. MUNROE. I am sorry my document is not here, but that is my recollection.

Mr. BURROUGHS. Then, there is a figure which you gave for the total number with whom contact had been established on March 27, of 174,196?

Mr. MONROE. I think that was correct.

Mr. BURROUGHS. And 84.2 per cent of the total registration?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Then, there was another figure of 141,953 which was 81 per cent of the total registration—I did not get what that represented?

Mr. MUNROE. Those had been personally interviewed by the vocational advisors.

Mr. ROBSION. Indicated as being surveyed?

Mr. MUNROE. Personally interviewed, technically called surveyed.

Mr. BURROUGHS. There was a figure of 58,099, which, I understood you to say, was the number eligible for training?

Mr. MUNROE. The number for whom training had been arranged.

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Mr. BURROUGHS. And there was a figure of 4,466 that was the total number that had begun training in the month of March, was that right?

Mr. MUNROE. New cases, you mean; I think that must have been. That is about the average, between 4,000 and 5,000 a month going into training.

Mr. BURROUGHS. There is still a large number of these men who are said to be eligible for training who have not yet been examined at all, I suppose?

Mr. MUNROE. The 200,000 includes all the names that have come to us from all sources, the Red Cross and various other sources. Probably a large proportion of those not included in the other figures have not any desire for training and probably most of them have not any disability.

Mr. BURROUGHS. You have examined between 125,000 and 150,000 men, I believe, you said, actually examined between 125,000 and 150,000?

Mr. MUNROE. I think the figure you quoted was somewhat larger than that.

Mr. BURROUGHS. Yes; where the contact had been established, 174,196. That is the exact figure?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. I do not quite understand yet why there has been all of this delay and why there is still so much delay in getting a decision in a man's case?

Mr. MUNROE. Of course, the delay for the first 13 months was due to the fact that it required two decisions. We could not put a man in training until the Bureau of War Risk Insurance had decided that he was eligible to compensation.

Mr. BURROUGHS. Yes.

Mr. MUNROE. In fact, I should question very seriously if there is any important delay, delay that amounts to anything.

Mr. BURROUGHS. Did you hear the testimony of certain gentlemen who came here from the New York office, one at least, and I think two of them testified, one certainly testified to me that the average length of time was at least a month in getting a decision.

Mr. MUNROE. I would prefer that Mr. Lamkin, who is directly responsible, answer that question rather than myself. Mr. Lamkin will testify later on that point.

Mr. BURROUGHS. You personally do not know about that?

Mr. MUNROE. I have my opinion, but I should prefer to have the question answered by Mr. Lamkin, who is directly responsible for the personnel of the New York office.

Mr. BURROUGHS. You remember hearing this gentleman also say that the chief reason for the delay, in his opinion—he gave several reasons—but the chief reason was due to the fact that so many decisions had to be made in Washington?

Mr. MUNROE. He was entirely mistaken in that. No decisions have to be put up to Washington or have had to be put up to Washington since last fall, except in the cases of men whose courses are likely to occupy more than two years, or where the tuition is more than $500 a year. All other cases the district has entire authority to settle itself.

Mr. BURROUGHS. That has been the rule since last fall?

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Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Do you recall the time, was it soon after this amendment in July?

Mr. MUNROE. It was impossible to give any such authority to the district until after the amendment.

Mr. BURROUGHS. Do I understand you to say to the committee that such authority was given to the district office immediately following the passage of the amendment?

Mr. MUNROE. As soon as the reorganization which was necessitated by the salary limitation had taken place. Of course, that meant a considerable readjustment of all the districts and all the work.

Mr. BURROUGHS. As you understand it now, the district office has final authority?

Mr. MUNROE. Absolutely.

Mr. BURROUGHS. Except in the cases which you mention?

Mr. MUNROE. Except in the two cases I have mentioned.

Mr. BURROUGHS. What proportion of all cases would be governed by those exceptions, would you say?

Mr. MUNROE. As to the tuition it would be infinitesimal, probably not half a dozen cases in the whole country, and as to the other, this is merely a guess on my part, I should say that it would not be over 5 per cent.

Mr. BURROUGHS. Who determines the question of eligibility, where is that determined?

Mr. MUNROE. Eligibility for training?

Mr. BURROUGHS. Yes.

Mr. MUNROE. As I say, except in those cases, it is determined in the district office under general regulations originally laid down in what we call "Miscellaneous, 150."

Mr. BURROUGHS. Is the eligibility question determined by a district officer or by a central board officer located in the district office?

Mr. MUNROE. There is a local board that considers the case with a member from the central office with authority to give the cachet from Washington that it can go through; it does not have to be sent to Washington at all.

Mr. BURROUGHS. The final O. K. on the thing is made by a central board agent in the district office?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. What have you to say to the charge made by Mr. Littledale that some 65,000 or 70,000 cases were thrown out by what he calls the eligibility squad?

Mr. MUNROE. I testified to that yesterday and gave the figures showing that large numbers of those were duplicates and, of course, naturally were thrown out. Another large number—I think I have that here—53,000 of these cases had been transferred to another district.

Mr. BURROUGHS. What do you mean by that?

Mr. MUNROE. They were duplicates. The boy had appeared in one district and his case had been transferred to another district and they had neglected to take his name off the first district list.

One thousand five hundred and seventy-five cases had been opened in the district office in error. A large proportion of these were duplicate cases, again, duplicates in the office themselves, they

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had the same man's name twice. The eligibility squad closed 35,431 cases and 12,923 cases had previously been closed by the central office, making a total of 48,534 cases which had been closed for the following reasons:

The man had died.

The man had reenlisted in the service.

The man had not been discharged from the Army, but had been placed on the retired list at once, therefore not eligible for training under the law.

The man stated that he did not desire training.

The man requested that his case be closed and that no more letters be written him.

The man was apparently not interested in training as evidenced by his failure to reply to several letters.

The man could not be located. Inquiry at the office of The Adjutant General in Washington, the Bureau of War Risk Insurance, the local Red Cross, the American Legion, and other agencies had failed to discover his present address.

The man was carrying on successfully in employment and was not in need of training.

The man had no disability and claimed no disability. There were thousands, I might say, brought to us by the local Red Cross where the man never had any disability.

The man's disability was a negligible handicap, and therefore he did not come under the law.

The man's disability was a minor disability and he had stated that he was not interested in section 3 training.

The disability existed prior to enlistment and was not aggravated by service and he was, therefore, not eligible for training under the act.

The man was in the Army only a few days, having been discharged from draft.

The information in the man's folder was so meager that contact with the man could not be made on the basis of this information; we could not locate the man at all. Of course, there were cases where they had the same name and it was a very difficult thing with those common names to actually locate the man.

The man had left the country.

The man had not been discharged under honorable conditions. A great many of those were thrown out.

Mr. BURROUGHS. How many men made up the eligibility squad?

Mr. MUNROE. They varied in the larger districts. What was the number, Mr. Lamkin?

Mr. LAMKIN. Twenty.

Mr. MUNROE. That was subdivided for the smaller districts.

Mr. BURROUGHS. Was there not a medical member on the staff?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. On every staff in every district?

Mr. MUNROE. That is not true in every district. Where the medical reports had already been made and where there was not a medical man on the eligibility squad they were to accept the medical report.

Mr. BURROUGHS. Did they accept the medical report?

Mr. MUNROE. Yes, sir.

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Mr. BURROUGHS. In a good many cases they absolutely overruled the medical report?

Mr. MUNROE. So far as I am aware they did not overrule the medical report.

Mr. BURROUGHS. In a number of instances where the medical report showed a major disability this eligibility squad found that there was simply a minor disability?

Mr. MUNROE. I am not aware of any such cases.

The cases that Mr. Littledale cites I will just run over.

Case 670. The man has fallen arches. The medical decision is that the disability was aggravated in the service. Three doctors classified him as a major case.

I am quoting from Mr. Littledale.

The eligibility squad overrules that classification. The squad gives him a negligible handicap and refuses him training pay.

The facts show that at the time this case was reviewed by the eligibility squad the folder contained two medical examinations, one by Dr. Tracy, of the New York office, and one by the Army medical officer who examined the man at the time of his discharge. Dr. Tracy's examination stated that the disability was a major disability and constituted a major permanent handicap which was aggravated by service. The Army medical examiner stated that the disability was third-degree flat feet which was not aggravated by service.

On account of the conflicting medical reports the central office case board representative had to choose between two suppositions. The man's enlistment record showed that he was discharged from draft after being in camp only six weeks during the fall of 1917 and that he was never accepted for enlistment in the Army. Both medical opinions show that the disability uudoubtedly existed prior to enlistment and that he carried on successfully before entering the Army in spite of this handicap, which consisted of flat feet, and the record showed that for two years since being rejected from the draft he had been employed as a car painter and stenciler. In view of the undeniable evidence that the disability existed prior to enlistment, and in view of the fact that the man had successfully carried on for two years following his brief stay at a military camp, the central office case board representative ruled that the man was not eligible for training under the conditions of section 2 of the vocational rehabilitation act.

The handicap rating was not changed from major to negligible and the man denied training on the ground that his disability was aggravated by service.

Mr. Littledale also cites the case 13192. Mr. Littledale said:

The man's occupation is a clerk. He was wounded and is suffering from epilepsy. Medical opinion classifies him as a major case. The eligibility squad overrules that. The squad calls him a minor case and refused him training with pay.

The facts in this case show that at the time this case was rated by a member of the eligibility squad there was no evidence in the man's folder that he was suffering from epilepsy and the file contained no rating by any member of the district medical staff. The folder contained an old medical examination stating that the man's disability was a slight limitation on the movement of his right arm. Inasmuch as the man prior to enlistment was employed as a clerk it was not considered that he was suffering from a major occupational

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handicap and it was ruled that he was not eligible for section 2 training.

Mr. Littledale cites the following case:

Case 27675. The man is suffering from dementia præcox,; medical opinion classifies him as a major case. The eligibility squad overrules that; calls him a minor case and refuses him training with pay.

The facts in this case show that no ruling was made by the eligibility squad, the decision having been previously made by the central office. The official report from the Navy Department shows that the man was not discharged, but was placed on the inactive list on account of flat feet. The man was placed on the inactive list in December, 1918. An examination made 11 months later at the office of the Federal board showed that the man was suffering from hepephrenic dementia præcox. There was some doubt as to the feasibility of training even if the disability were aggravated by service and there is no evidence to show that this mental disability was related in any way to military service. Inasmuch as this case presented many difficulties it was forwarded to the central office in Washington for a ruling and section 2 training was disapproved by central office because it was considered that the man's disability was not due to service and that the man was, therefore, ineligible under the conditions of the law. This ruling was made by the central office in Washington, and not by a member of the eligibility squad as stated in the Evening Post.

Then the figures which Mr. Littledale gave in regard to the alleged throwing out of cases—I will just give a few, it is not necessary to give them all—the Boston office was reduced from 10,568 to 7,255. The reason for this was that 1,671 cases had been transferred to another office and 38 cases were duplicates or canceled cases; 1,604 were ineligible under the evidence presented. New York was reduced from 31,191 to 16,041. The reason for this was that 9,714 men had been transferred to other offices, 395 cases were duplicates, and 5,041 were thrown out because the evidence showed that the men were not eligible for training under the law, and the same applies to all the other offices.

Mr. BURROUGHS. Have you personally any acquaintance with the business of the New York office?

Mr. MUNROE. Do you mean the actual financial running of the office?

Mr. BURROUGHS. No; I mean the actual running of the office.

Mr. MUNROE. I have visited the office many times.

Mr. BURROUGHS. Have you ever looked into its management or control?

Mr. MUNROE. Each time I go there I talk with the heads of the different divisions and get as good a view as one can in half a day's visit.

Mr. BURROUGHS. Is it your opinion that the New York office is run as it should be run?

Mr. MUNROE. I think it is now. It was not for quite a long time after it was started.

Mr. BURROUGHS. Are you satisfied that the New York office is now on such a basis as it ought to be on?

Mr. MUNROE. I think that it is rapidly getting to that basis; yes, sir.

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Mr. BURROUGHS. You think that the morale in the New York office is up to the standard?

Mr. MUNROE. It depends upon what one calls the standard.

Mr. BURROUGHS. Is it up to what you would consider a proper standard?

Mr. MUNROE. I think there are still changes that should be made there in order to bring it to the highest standard.

Mr. BURROUGHS. What changes would you recommend there?

Mr. MUNROE. I think certain subordinates there should be transferred.

Mr. BURROUGHS. You would confine it to subordinates?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Why?

Mr. MUNROE. Because I think the difficulty, if there is any lack of pulling together there, is due to the disaffection of some of these subordinates.

Mr. BURROUGHS. You think that Mr. Clark is fully competent to handle the office?

Mr. MUNROE. I should say yes.

Mr. BURROUGHS. In every way?

Mr. MUNROE. I think it should be stated here that for the salaries which we are able to offer the district vocational officers you can not get the ideal executive, because I think such a man would command anywhere from $15,000 to $25,000 or $30,000, but with what we are able to offer I think we have good men.

Mr. BURROUGHS. Now, you have brought that up, I should like to go into that a little.

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Is it in your opinion true that it is impossible to get the type of man that you need, the type of man who can render the best and most efficient service in this work, that it is impossible to obtain that man without paying him a salary like what he perhaps might receive out in the industries?

Mr. MUNROE. I do not think that it would be necessary to offer a man $20,000 or $25,000, but I think to get the type of man to handle a complicated situation such as is presented by the New York office, a situation involving large financial responsibilities and very difficult and complicated human problems, that you ought to be able to offer a man at least $7,500 and, better, $10,000. Then, I think that you could get a man of large experience who should be willing to come at considerable financial sacrifice for the sake of doing the work, but with what we are able here to offer under the salary limitation, I do not believe that we can get that type of man; it represents too great a sacrifice on his part.

Mr. BURROUGHS. How about these advisors, are you able to get the right type of man for advisor in the district offices at the salary limit in the law?

Mr. MUNROE. No, sir; except, of course, we have got a number of very extraordinary men who are doing a fine piece of work, but simply because they are willing to throw themselves into the work with that small salary for the sake of doing it, but where we need large numbers, as we do, it is impossible to expect that motive to hold in many cases.

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Mr. BURROUGHS. Such men do have large responsibilities, do they?

Mr. MUNROE. In one way they are the most responsible men of all. They come into close personal contact with the soldiers. To the soldiers he is the Government of the United States. They, as a rule, do not come in contact with any other man representing the Government, except this one man. You gentlemen saw from your own experience with these witnesses how complicated these problems are. There are all sorts of social questions that come up, all sorts of questions growing out, particularly, of his physical and mental condition, which involves his point of view, and so on, and you have got to have a type of man who will get at the real kernel of that man's need, and who knows enough of the whole field of industry to be able to give him successful advice as to his future, and who has a sufficient knowledge of human nature to know what is real and what is just passing and ephemeral in the man's state of mind. Then, when you get that man into a school or into an industry, you have got to have a man who knows enough about education and about the industry to be able to go into that department and to speak with authority as to whether or not the people in charge of the department are giving that boy a square deal. A man who is not competent of course, simply makes a fool of himself when he tries to criticize the education or the training of one of these men. He has got to speak with some authority and that means a man of experience and a man of pretty large caliber. For $2,400 we have, as a rule, to take young men of very little experience with either the human problems or the industrial problems, and it is amazing to me that under these limiations our men are doing such fine work as they are. A majority of them are throwing themselves into the work, heart and soul, and making up in zeal for what many of them lack in experience.

Mr. BURROUGHS. What effort has been made to obtain men of the type you mentioned for this work?

Mr. MUNROE. We are on the lookout all the time through State officers and various other people who are likely to know men of that stamp and recommend them to us. Then, of course, with the American Red Cross and the American Legion we are now endeavoring, as far as possible, to get ex-service men in those positions.

Mr. BURROUGHS. Is a like effort being made to obtain men for the follow-up work? There seems to be a need for them very much, especially in the New York district?

Mr. MUNROE. The plan is, as the work of advising slackens off, to take these men who have had experience with the problem and gradually transfer them to the problem of follow-up.

Mr. BURROUGHS. In the meantime what, if anything, is being done?

Mr. MUNROE. We are getting men as fast as we can obtain them. It is almost impossible to get men who can go into a school or an industry and talk with authority in regard to the training of the men, and it is foolish to send anybody else into such a place.

Mr. BURROUGHS. You say that it is impossible to get men to do that work?

Mr. MUNROE. At the salaries that we are able to offer; yes, sir; because in these days a man can get very much more than $2,400 in a position that involves very little responsibility on his part.

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Mr. BURROUGHS. That is true, no doubt; but I have had in mind that it would not be a tremendously difficult thing to appeal to the right type of man. This work makes an appeal, I think, to the type of man that you speak of?

Mr. MUNROE. But those men have been giving themselves, a great many of them have been giving themselves at great sacrifice, practically ever since the war started. A large number of them who would have been available while the war was on for service of that sort have got to go back to earn money for themselves and their families. They feel that they have done their share of service to the country and that they have got to take care of themselves. We find that attitude very common throughout the country, and it is a very natural attitude.

Mr. BURROUGHS. You spoke about the Elks' fund. I do not know that it has been brought out here at all in the course of this investigation, just how that Elks' fund is being administered, on what terms it was placed in your hands?

Mr. MUNROE. It was, of course, impossible to put it into our regular funds, because under the law it could not have been used except for the purposes of the law.

Mr. BURROUGHS. It is a separate fund?

Mr. MUNROE. Absolutely, and was handled by Dr. Prosser, so long as he was with the board.

Mr. BURROUGHS. It was placed with Dr. Prosser by the Elks' organization?

Mr. MUNROE. Yes, sir. The board has absolutely no official knowledge of it.

Mr. BURROUGHS. What were the conditions that were imposed?

Mr. MUNROE. There were practically two funds. One was a gift fund that the Elks did not expect to get back. That covers such cases as the boys who fought with the Allies and that we could not take care of under the law. A larger fund is the loan fund, a loan for the boys to tide them over in the weeks before they can receive their regular pay checks from the board. As I have already stated, between 80 and 90 per cent of that is paid back very promptly.

Mr. BURROUGHS. Does the Elks organization have any oversight whatever or check upon its administration?

Mr. MUNROE. Yes, sir. Reports are made at short intervals to the organization just how the money is being used.

Mr. BURROUGHS. As far as you know, is the Elks organization satisfied with the administration of this fund up to this time?

Mr. MUNROE. The only way that I can judge is by the fact that at some meeting of the officers of the Elks, a few weeks ago, out, I think, at Indianapolis, the question of continuing the fund for another year was brought up, and Gov. Tanner and a Mr. Fanning, who are in direct charge of the fund, were so far satisfied with the work that they recommended, and it was adopted by the Elks organization, a continuation of the plan for another year.

Mr. BURROUGHS. You spoke generally about the hard-boiled order, so-called. Do you know, as a matter of fact, that any such order had been sent out by the board?

Mr. MUNROE. By any official of the board, as I understood you?

Mr. BURROUGHS. Yes, sir. There was a statement in printed form, however, was there not?

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Mr. MUNROE. Typewritten.

Mr. BURROUGHS. In typewritten form. Did you ever see that statement?

Mr. MUNROE. Not until I saw it published in the New York Post.

Mr. BURROUGHS. Do you have any knowledge of its origin?

Mr. MUNROE. Only the report that was made to me by the chief of the Vocational Rehabilitation Division.

Mr. BURROUGHS. To your knowledge, was it ever a basis of action by the board or by any official or subordinate of the board either here or anywhere else?

Mr. MUNROE. No, sir; absolutely no.

Mr. BURROUGHS. Did you ever hear in the office from the chief or from anybody else any such sentiment expressed as seems to have been expressed in that so-called hard-boiled order?

Mr. MUNROE. No, sir; it was absolutely contrary to the whole attitude, spirit, and temper of the organization from top to bottom.

Mr. BURROUGHS. I believe you spoke in your testimony about there being some 8,000 men who had been waiting varying periods from two months to six months, and perhaps more, at the time of the passage of the amendment, in July a year ago?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. July, 1919?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Was that right?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. You spoke about the effort that had been made by the board for some form of cooperative action between the board and the War Risk Insurance Bureau prior to your seeking that amendment?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. And that all such efforts had proved futile?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. That was during the incumbency of Mr. Lindsley?

Mr. MUNROE. Col. Lindsley; yes, sir.

Mr. BURROUGHS. For how long a time were those efforts continued?

Mr. MUNROE. From the very beginning. In fact, just before the law was passed we sent a formal communication to the War Risk Insurance Bureau, pointing out the necessity of close cooperation in working out the law, urging them to interpret it, as we proposed to interpret it, in the liberal spirit in which we knew and believed that Congress intended it to be interpreted, and pointing out to them that the interpretation involved their paying the man not merely the $30 a month actual cash pay, but a sufficient sum that would maintain him while taking the training; and also pointing out to them, in view of the fact that they must determine the compensation from the point of view of many factors other than that of the need of training, whereas we had only to consider one question, the necessity of these disabled men having training in order to go back into industry, that they should therefore interpret the law, as we thought it should be interpreted, on the basis of the man's eligibility for compensation rather than on that of his being in actual receipt of compensation.

Mr. BURROUGHS. You ascertained to your own satisfaction pretty soon after the law was passed, possibly even before the law was

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passed, that the bureau was going to take a different attitude than the Federal Board was taking with reference to the interpretation of the statute?

Mr. MUNROE. Of course, there were comparatively few men to be dealt with in the beginning. As I pointed out, I think, for a long time we carried on a cooperative plan that was not officially recognized by the bureau.

Mr. BURROUGHS. How long was that?

Mr. MUNROE. That was up to January or February.

Mr. BURROUGHS. From the time the law was passed in October?

Mr. MUNROE. Yes, sir. It was about that time—I do not remember just when Col. Lindsley came in—but apparently he placed a stricter interpretation on the law than we did.

Mr. BURROUGHS. Was that cooperative plan satisfactory?

Mr. MUNROE. It did the business; yes, sir.

Mr. BURROUGHS. That is to say, there was no delay occassioned during those months?

Mr. MUNROE. No, sir.

Mr. BURROUGHS. Up until about January?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Everything was going along smoothly because of your cooperative plan which you had devised, which was, perhaps, extra-legal, but which was getting the results?

Mr. MUNROE. Yes, sir. Then, of course, another thing, if I may continue, in January, was the fact not only that the bureau put a stricter interpretation on the law but also the fact that under the order of December 31, 1918, the boys were coming out in perfect shoals from the Army, so the bureau was absolutely swamped; they could not take care of them at all.

Mr. BURROUGHS. I understood you in your testimony—I may be wrong, and if I am I want you to correct me—I understood you to say that about May, if my memory is right, you first asked for the amendment to the law?

Mr. MUNROE. We held conferences from this time in January when the situation began to be critical, almost every week. We would go to the bureau or the officers of the bureau would come to us, and we would talk over the situation and we would urge, formally and informally, their more liberal interpretation of the law. It would then be put up to their legal advisors and they would decide that it could not be interpreted in the way that we wished it. Then we began to send every few days some inquiry as to why they interpreted the law as they did and why they varied their interpretation from one week to another week, and urging some kind of a cooperative arrangement, and each time explaining to them that unless something of that sort was done we would have to ask for a divorcing from them. At each of these conferences Col. Lindsley would urge us to try to keep along as we were, that he was sure the thing would come out all right. Finally, about the middle of April, under authority of the board, I wrote the letter to Assistant Secretary Shouse, which I read yesterday, covering these points of disagreement and the difficulty between us. Nothing happened within a week or 10 days and Secretary Houston, the chairman of our board, wrote a letter to Secretary Glass, who was at that time the Secretary of the

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Treasury, and the result of that letter was the putting in of a joint request for legislation divorcing us from the bureau.

Mr. BURROUGHS. That was about the 1st of May?

Mr. MUNROE. My letter was sent about the middle of April.

Mr. BURROUGHS. When you actually prepared the amendment and started proceedings for the amendment?

Mr. MUNROE. It was useless to ask for an amendment to the legislation until the War Risk Insurance Bureau was willing to cooperate with us in asking; otherwise it would have been impossible.

Mr. BURROUGHS. It was around the middle of April when you actually started proceedings for the amendment?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. When you gave up all further cooperative action with the bureau and started to get a change in the law?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Why had you not done that earlier?

Mr. MUNROE. Because of the constant hope held out to us by Col. Lindsley that we would be able to straighten the thing out without legislation.

Mr. BURROUGHS. What reason did you have for thinking that you could come to any understanding when his interpretation was one way and yours another?

Mr. MUNROE. Because he always held out the hope to us that the bureau might see the thing differently. It was one of those cases where you have to do a thing gradually, because we had to bring them around to the state of mind where they would act with us and ask for legislation; it was not a thing that we could force on them.

Mr. BURROUGHS. Were you not convinced long before May that something would have to be done in the way of legislation?

Mr. MUNROE. I think I so expressed myself to Col. Lindsley one of the first times that I met him.

Mr. BURROUGHS. What reason did he give you for thinking that it was not necessary?

Mr. MUNROE. He maintained that he had found the bureau in a great state of confusion when he took hold of it, and I think he made the public statement that in four or five weeks he would get it all straightened out. It was in the hope that he would get it all straightened out and the thing would go through all right that we held off.

Mr. BURROUGHS. Here were these boys' cases piling up by the thousands. As I understand you, the matter had gone along all right from about January, the beginning of January, until the middle of April or the 1st of May and that then there were some 8,000 cases that had accumulated?

Mr. MUNROE. They did not begin to pile up very seriously until about April.

Mr. BURROUGHS. You say the only reason you did not act earlier because Col. Lindsley held you off by saying that he thought the matter could be arranged otherwise?

Mr. MUNROE. The bureau was in great confusion, because of this great outpouring of men and he thought that he would get it straightened out in a few weeks and that we could come to some cooperative arrangement without the necessity of asking for legislation.

Mr. BURROUGHS. As I understand it, the board has two functions, that is to say, there is the function of vocational education proper and then there is the rehabilitation section?

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Mr. MUNROE. Yes, sir. The board was created originally simply to carry out the vocational feature.

Mr. BURROUGHS. That means that there are men on two pay rolls there?

Mr. MUNROE. No; there is no man on two pay rolls. There are ix or seven men who would have to perform functions of both divisions in the auditing department, bookkeeping, and that sort of thing, and the clerk to the board, and so instead of putting new officers on those duties we asked the existing officers to do double duty and we split their salaries, after having secured a ruling from the comptroller that that was a proper thing to do.

Mr. BURROUGHS. You have the so-called split pay roll?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. And they get a salary from each?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. Would you say that it is not a full salary from each?

Mr. MUNROE. No, sir; it is the old salary split in two, payable from two different appropriations.

Mr. BURROUGHS. Is it or is it not a fact that men in the service of the board who are doing purely vocational educational work are on the payroll of the rehabilitation division?

Mr. MUNROE. No, sir.

Mr. BURROUGHS. It is not true?

Mr. MUNROE. No, sir.

Mr. BURROUGHS. Would it be possible to have a statement submitted to the committee showing the names of the staff members and clerks who are doing purely educational work? You say there are none on the payroll of the vocational board?

Mr. MUNROE. Not that I am aware of.

Mr. BURROUGHS. Or the rehabilitation board?

Mr. MUNROE. Not that I am aware of.

Mr. BURROUGHS. How long have you been connected with the board?

Mr. MUNROE. From its establishment in July, 1917.

Mr. BURROUGHS. Will you kindly name the chiefs of the rehabilitation section since you came on it?

Mr. MUNROE. The first chief was Dr. J. A. C. Chandler, who resigned in order to take the presidency of the College of William and Mary; the next chief was D. H. L. Smith, who had been loaned to us by the University of Indiana; he was in charge of the educational department there and was obliged to return, under the original agreement, at the opening of the fall term in 1919; and the present chief, Mr. Lamkin, who has been the chief since that time.

Mr. BURROUGHS. You have no women employed on the board?

Mr. MUNROE. Women?

Mr. BURROUGHS. Yes, sir.

Mr. MUNROE. A large number in the clerical staff; yes, sir.

Mr. BURROUGHS. I did not know that.

Mr. ROBSION. You have women employed where?

Mr. MUNROE. The clerical and stenographic force is almost wholly women.

Mr. BURROUGHS. Have you any women employed in responsible positions in the board?

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Mr. MUNROE. Only in the division of vocational education.
Mr. BURROUGHS. How about the rehabilitation division?
Mr. MUNROE. None.
Mr. BURROUGHS. Is there any reason for that?
Mr. MUNROE. Simply because in dealing with young men it seemed important to have men.
Mr. BURROUGHS. You stated, I think, yesterday, that half of the actual employees are ex-service men?
Mr. MUNROE. Fully half.
Mr. BURROUGHS. That is true?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. How many of them saw actual service?
Mr. MUNROE. I can not say offhand; I could get the figures for you.
Mr. BURROUGHS. Do you know how many were Y. M. C. A., Red Cross, or K. of C. workers and how many were real soldiers?
Mr. MUNROE. Real soldiers, all of them.
Mr. BURROUGHS. All of the 50 per cent?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. I think you spoke of some 96 of the male employees being discharged soldiers?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. How many of them have been re-educated?
Mr. MUNROE. They did not need it.
Mr. BURROUGHS. They were disabled men?
Mr. MUNROE. Yes, sir; but they were carried on without being re-educated. I said 96. That was the number known to us. There may be others disabled. We never made any canvas of the situation. Some of the other ex-service men may have been disabled and we not know of it.
Mr. BURROUGHS. You spoke of Mr. Lamkin recommending appointments and the board acting upon the recommendation?
Mr. MUNROE. Staff appointments.
Mr. BURROUGHS. That was the procedure?
Mr. MUNROE. With staff appointments; yes, sir.
Mr. BURROUGHS. Did Mr. Lamkin recommend the appointment of Mr. Clark?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. That was upon his own initiative, without any suggestion from anyone, as far as you know?
Mr. MUNROE. Yes, sir.
Mr. BURROUGHS. Mr. Holder, I think, yesterday testified, or somebody did, that Mr. Clark's salary had been increased to $4,000 but that he was not yet drawing it?
Mr MUNROE. Mr. Lamkin will have to answer that; I am not familiar with it.
Mr. BURROUGHS. I think that is all at present.
Mr. TOWNER. The hearings will be adjourned until 1 o'clock this afternoon.
(Thereupon, the committee took a recess until 1 o'clock p. m.)

AFTER RECESS.

The committee reassembled, pursuant to recess, at 1 o'clock p. m., Hon. Horace M. Towner presiding

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Mr. TOWNER. The committee will be in order. Before going on with the testimony I want to call attention to a letter which I just received on the mail that came in just before noon. This letter is written by a service man, who is a lawyer and who used to live in my district in Iowa, and now lives in Phœnix, Ariz. He writes me a letter protesting against the proposed bonus bill and then he makes this statement, which I will want to put in the record as an indication of how widespread the feeling is that the board or somebody is responsible for unusual delays with regard to the benefits provided for the disabled service men. This is what he says in his letter, after discussing the bonus proposition:

While it does not concern the Fordney bill, I would suggest that some pressure be brought to bear upon the heads of departments having to do with disabled service men. The hardships of these men and their families in many cases are receiving no attention whatever. The dilatory tactics of those having the relief of disabled men in charge is disgusting, and in many instances the men and their families grow discouraged and give up in their efforts to secure aid which is justly due them. If a real service is to be done, let it be done on behalf of these men.

You may resume, Mr. Munroe.

STATEMENT OF MR. JAMES P. MUNROE—Resumed.

Mr. ROBSION. Mr. Munroe, I have lost in my memory the exact date on which you became associated with the board. Would you state that again?

Mr. MUNROE. It was in July; I think it was the 21st of July, 1917.

Mr. ROBSION. And your service has been continuous up to this date?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Have you occupied the same position in the board all the time?

Mr. MUNROE. I was elected vice chairman at the first organization meeting which I think took place on that date.

Mr. ROBSION. Your suggestions of improvements relate to outside agencies, that is, to Congress?

Mr. MUNROE. To legislation to be passed by Congress.

Mr. ROBSION. You have no suggestion as to the improvement of the central office?

Mr. MUNROE. Except as improvement would come with the removal of the salary limitations. That would tend to an improvement.

Mr. ROBSION. So far as you can see it, there is nothing that the central office can do to improve the service or to become more efficient in administering the laws as they are now written?

Mr. MUNROE. Of course, I am not so foolish as to maintain that our organization, any more than any other Government body, is absolutely perfect.

Mr. ROBSION. I say so far as you see you are unable to make any suggested improvement there?

Mr. MUNROE. Except we are always strengthening the office in every way we can.

Mr. ROBSION. Would that apply to the New York office?

Mr. MUNROE. In regard to possible improvement?

Mr. ROBSION. Yes.

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Mr. MUNROE. I stated this morning that I thought the morale would be improved by some shake up there.

Mr. ROBSION. Who do you have in mind that ought to be shaken up?

Mr. MUNROE. Two or three of the staff there, I think, are making more or less trouble.

Mr. ROBSION. Who are they?

Mr. MUNROE. Mr. Lamkin could give the names better than I could, but it is my general impression that there is some lack of cooperation there.

Mr. ROBSION. They are a part of the staff there, and, of course, hold responsible positions. Can not you give the names?

Mr. MUNROE. I would prefer not to do so because it is a question of administration which Mr. Lamkin is responsible for rather than myself.

Mr. ROBSION. I would like to get it into the record at this time in view of some other matters I desire to ask you. I wish you would inquire of Mr. Lamkin now and let it go into the record.

Mr. MUNROE. Are you prepared to make any statement? (After a pause.) Mr Lamkin apparently is not.

Mr. ROBSION. If you can not give the names, how can you say there ought to be a shake-up there?

Mr. MUNROE. Because it is my general impression that there has been more or less friction there, which I believe would probably be disposed of by the removal of some of the men.

Mr. ROBSION. You were present here during all of the hearings, were you not?

Mr. MUNROE. Most of them; yes, sir.

Mr. ROBSION. When Mr. Clark testified?

Mr. MUNROE. Most of the time; yes, sir.

Mr. ROBSION. When Mr. Meyer and Mr. Ives and Mr. Noyes testified. There are those four men who related the situation in New York, did they not?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Didn't you gather from their testimony what the trouble was at New York so far as morale goes?

Mr. MUNROE. As far as I could gather from their testimony I should think that Mr. Meyer and Mr. Ives should be transferred.

Mr. ROBSION. What about Mr. Noyes?

Mr. MUNROE. I do not think Mr. Noyes—I think he is all right.

Mr. ROBSION. But he did give substantially the same evidence that Mr. Ives gave, did he not?

Mr. MUNROE. Mr. Noyes is a gentleman of quite a different disposition.

Mr. ROBSION. But so far as discussing conditions in the New York office, there is very little difference in the testimony Mr. Noyes and Mr. Ives gave?

Mr. MUNROE. Yes, sir; but Mr. Noyes is of a cooperative nature and the other two gentlemen are not. That is, judging from their attitude.

Mr. ROBSION. They, at least, are the men that have come before the committee at the request of the committee and have detailed the conditions in the New York office and you feel ought to be relieved and transferred?

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Mr. MUNROE. No, sir; because I do not think that Mr. Noyes should be transferred.

Mr. ROBSION. I say Mr. Meyer and Mr. Ives.

Mr. MUNROE. I do.

Mr. ROBSION. Well, from the appearance of the men here and their testimony, their knowledge of the work there, were you not impressed with the fact that Meyer and Ives appeared to be better trained, and have the work in hand better than Mr. Noyes?

Mr. MUNROE. No, sir; I did not gather that impression.

Mr. ROBSION. Now, Mr. Munroe, after hearing the testimony of Mr. Noyes who you say is all right, are you not convinced that there is something radically wrong in the New York office?

Mr. MUNROE. I am convinced that there was something wrong there for the early part of the history of the office and that it is being very rapidly cleared up.

Mr. ROBSION. Did not Mr. Noyes bring the condition right down to April, 1920?

Mr. MUNROE. I still say that I think Mr. Noyes is of a proper state of mind and would not make trouble in the office whereas I think the other men would.

Mr. ROBSION. But if Mr. Noyes is a good man and unbiased, unprejudiced, and is that type of man that you describe him, when he makes the charges that he makes, that are substantially the same as Mr. Meyer and Mr. Ives make, can we escape the conclusion that there is something radically wrong in the New York office as late as April 1, 1920?

Mr. MUNROE. I think Mr. Noyes is mistaken in his conclusions. That is the way I size him up.

Mr. ROBSION. But, Mr. Munroe, he did not testify as to conclusions; he stated the conditions, the facts.

Mr. MUNROE. I shall have to read his testimony, really. I only heard part of it.

Mr. ROBSION. Would you, before Mr. Meyer and Mr. Noyes stated the facts of the situation and conditions there—do you know anything that would cause either Mr. Noyes or Mr. Ives, and Mr. Meyer to come before this committee and willfully commit perjury?

Mr. MUNROE. No, sir; I do not think they would commit perjury. I think they simply saw things in the rather warped way that people do if they think they are not being given proper consideration.

Mr. ROBSION. But Mr. Griffin and a great many other witnesses that appeared here all seem to have found the same condition existing there in the New York office.

Mr. MUNROE. Of course, Mr. Griffin testified to a time practically anterior to the July 11 legislation.

Mr. ROBSION. Now, Mr. Noyes and these other witnesses put the blame for the failure of the office there on Mr. Clark. Might that not have some weight in influencing you to feel that perhaps Mr. Clark is responsible for conditions there?

Mr. MUNROE. I should have to read their testimony carefully before I gave my opinion in the matter.

Mr. ROBSION. If I have understood you, you never spent more than half a day at any one time in the New York office, did you?

Mr. MUNROE. At times I have spent the whole of one day, or even two successive days.

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Mr. ROBSION. Did you do in your visits to the New York office as Mr. Noyes and Mr. Meyer stated that they did, that they went right into the files there and looked into the many individual cases to learn the true conditions there?

Mr. MUNROE. No, sir; I did not examine the files, but I questioned the persons in charge of the files as to the situation.

Mr. ROBSION. The persons in charge of the files would be rather supposed to give themselves a clean bill of health, would they not?

Mr. MUNROE. I did not consider it the duty of a member of the board to go into details of that sort. Our duties are more of a general character rather than of a detailed administrative character.

Mr. ROBSION. But you must admit, must you not, Mr. Munroe, that Noyes and Ives and Meyer and a great many of the other witnesses that testified had a better opportunity to know conditions in the New York office than you had yourself?

Mr. MUNROE. If their opinion was unbiased.

Mr. ROBSION. I am not speaking as to their opinion, but where they undertook to detail the facts. You, as the head here in the central office, in your visits to New York, your information, whatever you had, was merely information from the heads, was it not, to a large extent?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. And it had to be largely confined to that, did it not?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Now, say that a young man should go into the New York office and register and contact should be made, what would you say, on an average, would be a reasonable time upon which to pass on that fellow's case?

Mr. MUNROE. It would depend entirely on the complications of the case.

Mr. ROBSION. As a general rule.

Mr. MUNROE. What do you mean by pass; get him into training?

Mr. ROBSION. Have it determined whether or not he is to take training; whether or not he is entitled to the training there under sections 2 or 3?

Mr. MUNROE. I could not make any general statement on that, sir, because every case is individual, and some are complicated and others quite simple. The simple case ought to be a matter of 24 or 48 hours, as many cases are passed on in that time.

Mr. ROBSION. If I have understood your testimony, you have looked into the facts, and you say that it is your opinion that all these thousands of cases will be disposed of by about the 1st of July?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Now, I should think in making a statement like that you must have in your mind some period of time that it would usually take?

Mr. MUNROE. It is very difficult.

Mr. ROBSION. Some period of time that it would usually take to pass upon these cases?

Mr. MUNROE. It is very difficult to give an average because, as I say, the cases vary from the perfectly simple one that can be settled in a few moments to the one that would require a great deal of investigation before they could come to a decision.

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Mr. ROBSION. Can you in a measure classify them in some way to give the percentage of time that it would require?

Mr. MUNROE. I could not do so without making a study of a thousand or more typical cases, and then I could give you figures.

Mr. ROBSION. Say it was a case that did not require that it be referred to the central office here. How long would you say it ought to take that New York office to pass upon the case?

Mr. MUNROE. It would depend, of course, upon how rapidly the cases were flooding in. I should say three or four days.

Mr. ROBSION. When was it that you had the New York office organized, as you say, under the laws amended July 11, 1919?

Mr. MUNROE. Mr. Farwell came there at that time, the 10th of August, and the office began to improve from that time.

Mr. ROBSION. Mr. Farwell was the representative of the central office, was he?

Mr. MUNROE. No, sir; he was the D. V. O. at New York.

Mr. ROBSION. That is so. He was D. V. O. Did you have a representative of the central office there on August 10, 1919?

Mr. MUNROE. Do you mean somebody permanently there?

Mr. ROBSION. Somebody there to help take care of the business?

Mr. MUNROE. There is practically somebody there all the time from the central office.

Mr. ROBSION. Now, could you give me the number of registrations that had been made in the New York office, say, up to the 10th of August, 1919?

Mr. MUNROE. To the present date, or up to that time?

Mr. ROBSION. Up to that time.

Mr. MUNROE. Not without looking up the figures. I can get them for you.

Mr. ROBSION. Have you that, Mr. Lamkin?

Mr. MUNROE. I can get the figures.

Mr. ROBSION. I would like you to put in the record those figures. I just want to get at that condition in New York. There is somebody badly mistaken in their testimony. It is either right or wrong up there.

Mr. MUNROE. We will make a note of that, please, Mr. Lamkin.

Mr. ROBSION. I want a statement of all of the men who had registered and whose cases would be passed upon by the New York office or through the New York office on the 10th day of August, 1919.

Mr. MUNROE. Up to that time?

Mr. ROBSION. Yes, sir.

Mr. MUNROE. Yes; I can get that.

Mr. TOWNER. The number of men.

Mr. ROBSION. The number of men.

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Then I should like to have how many men had registered or whose cases had passed through the New York office on the 1st day of January, 1920. Now, what is the date you give that the auditor furnished in his statement that you read there? What is your last statement as to the number of men that are in training, etc.?

Mr. MUNROE. On April 15, was the date I gave. The number of men in section 2 was 58,000.

Mr. ROBSION I do not ask you to give the figures at all in here now.

Mr. MUNROE. What is it you wish me to give?

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Mr. ROBSION. You can give the figures, or let Mr. Lamkin put in his figures.

Mr. MUNROE. You mean January 1 to April 15?

Mr. ROBSION. Yes.

Mr. MUNROE. Very well.

Mr. ROBSION. Then I should like to have you put in either how many cases had been passed on for section 2 training and section 3 training on August 10, 1919?

Mr. MUNROE. You mean now just the New York office or the whole?

Mr. ROBSION. The New York office.

Mr. MUNROE. Yes, sir.

Mr. ROBSION. How many cases had been passed on for section 2 training and section 3 training on January 1, 1920? How many cases had been passed on for section 2 training and section 3 training on April 15, 1920, and I wish either Mr. Lamkin or yourself would put in that in the statement because I am going to ask him to produce the records when he appears to show the average length of time that those cases were in the New York office from the time they were filed up until they were passed upon. How many cases have been passed upon in March and up to April 15?

Mr. MUNROE. You mean the total number up to April 15?

Mr. ROBSION. For the month of March and for April, up to the 15th of April. You had that somewhere.

Mr. MUNROE. I haven't that figure by itself. I do not find it here, but I can get it for you.

Mr. ROBSION. I would like to have Mr. Lamkin put that in here with the other figures of the number of cases that were passed on approved for the month of March and for April, up to the 15th of April, 1920. I believe, however, you did give the number of cases that had been approved in the month of March?

Mr. MUNROE. That was for the whole country, not for the New York district. As I understand it, your questions are all for the New York district.

Mr. ROBSION. Yes. How many cases for the whole country were approved in the month of March?

Mr. MUNROE. I can not seem to find that figure. I remember that I gave it.

Mr. ROBSION. Four thousand and something.

Mr. MUNROE. It was something over 4,000.

Mr. ROBSION. Do you have the figures for the month of February, 1920?

Mr. MUNROE. I haven't it here; no, sir; I can get that for you. Are you referring now to the whole country or just to New York?

Mr. ROBSION. The whole country.

Mr. MUNROE. I will get those figures for you, sir.

Mr. ROBSION. Who selected Mr. Farwell?

Mr. MUNROE. I do not know, sir. Do you mean originally? He came from the Boston office.

Mr. ROBSION. Your board approved him.

Mr. MUNROE. Yes. I presume he was recommended by the gentleman who was chief at that time. I do not remember when his appointment was made.

Mr. HOLDER. Dr. Prosser.

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Mr. ROBSION. I noticed that Mr. Noyes who testified here, and you say that he is all right, in speaking of Mr. Farwell said, in recent testimony before this committee:

A sort of paralysis seemed to hit the office at this time.

That is when Mr. Farwell came. How would you explain that statement?

Mr. MUNROE. I explain it that in my opinion Mr. Noyes is mistaken.

Mr. ROBSION. If I have understood your figures, there are 32,470 ex-service men who have registered for vocational training with whom your board has not yet come in contact; is that true?

Mr. MUNROE. I should have to make the subtraction. [After a pause.] Yes, sir; it is about that figure.

Mr. ROBSION. You have stated that there have been 174,196 contacts with ex-service men of those who have registered and of those 141,953 have been surveyed, and, of course, that leaves 32,243 that have not been surveyed. What do you do when you survey them, what is it?

Mr. MUNROE. There are all kinds of ways of surveying a man.

Mr. ROBSION. What do you mean when you say that a man has been surveyed?

Mr. MUNROE. I mean one of our agents has seen him and talked with him and looked into his case.

Mr. ROBSION. Why should not those other 32,000 have been surveyed. Your boards have been in contact with them?

Mr. MUNROE. I would rather that Mr. Lamkin would answer that question. It is an administrative question.

Mr. ROBSION. That is a large number, is it not, to have contact with and no survey made?

Mr. MUNROE. I think you were not present this morning when I stated these were made up very largely of the names brought into us from all sources, the Red Cross, local agencies of one sort and another, and in my opinion, and I am very confident in expressing this opinion, the great majority of those men are negligible cases that would not come under the law at all.

Mr. ROBSION. If your board, if a representative of your board had not made a survey of them, you can not tell what their condition is.

Mr. MUNROE. From every standpoint they have been communicated with.

Mr. ROBSION. But you have had contact. When you have contact and no survey made, that is the trouble with the board, is it not, and representatives of the board?

Mr. MUNROE. Contact simply means that we have had the name given to us from some source, usually from the local Red Cross or something of that sort.

Mr. ROBSION. But my question is that, so far as you are concerned, Mr. Munroe, you do not know why the 32,000 have not been surveyed?

Mr. MUNROE. Simply because they have not responded to communications sent to them to get at that.

Mr. ROBSION. You do not know that they have had communications, do you?

Mr. MUNROE. Yes; everybody on our list has had a communication.

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Mr. ROBSION. Of course, you do not speak of your own personal knowledge, do you?

Mr. MUNROE. I know that is the practice of the office.

Mr. ROBSION. You have given directions to do that, but how far it has been done you do not know?

Mr. MUNROE. I have every confidence it has been done as directed.

Mr. ROBSION. You feel that the central office here and the New York office and all of the representatives are doing their duty substantially, do you not?

Mr. MUNROE. I do.

Mr. ROBSION. You feel that way?

Mr. MUNROE. I do.

Mr. ROBSION. You are just testifying to and going upon that general assumption?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. And must do that, of course. I was very much interested in your statement that our own country is doing more for our disabled soldiers than any other government. Did I understand you to say that England, the Parliament of England, had made no appropriation of money for the training of soldiers as directed through the government.

Mr. MUNROE. You misunderstood me. I said it was being largely carried on through private enterprise as most things are in England along that way.

Mr. ROBSION. Can you give us approximately the amount of money that the English Government has appropriated?

Mr. MUNROE. I could not offhand. I could get it for you.

Mr. ROBSION. I wish that would be furnished.

Mr. MUNROE. Will you make a note of that, Mr. Lamkin?

Mr. ROBSION. Can you give us the amount that the French Government has appropriated?

Mr. MUNROE. If the figures are available; I am not sure that they are.

Mr. ROBSION. And the Italian Government?

Mr. MUNROE. I make this promise on the supposition that they are available. I am not certain that they are.

Mr. ROBSION. I notice a recent dispatch from the Canadian Government that claims to be official, in which it appears that they have outstripped our country in the matter of vocational training. I will read it.

OTTAWA, *April 10, 1920.*

Canada has graduated 13,030 disabled soldiers from its industrial retraining school, it was officially announced to-day. More than 43,000 ex-service men are now taking training courses.

If that is official, and if it is true, Canada has greatly outstripped us, has she not?

Mr. MUNROE. Of course I do not know about those particular figures, but I am pretty certain that this 43,000 includes the nondisabled boys who enlisted at 18 and younger, who are being educated under this commission, although they may not be disabled. As to the number of disabled men, the figures are a little over 30,000 that are in training.

Mr. ROBSION. But they are doing more for ex-service men than we are, if that is official.

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Mr. MUNROE. The problem of training nondisabled boys in the ordinary schools is quite a different problem from that of training the disabled men.

Mr. ROBSION. Now, can you give the committee what sum of money that Canada has appropriated for this purpose?

Mr. MUNROE. As I recollect it, the first appropriation was $50,000,000 and they have asked—I do not know whether it has yet been appropriated—for another $50,000,000.

Mr. ROBSION. So far as you know, they have only appropriated $50,000,000?

Mr. MUNROE. I do not know whether the second appropriation has been made or not.

Mr. ROBSION. When was that first appropriation made?

Mr. MUNROE. The Commission of Soldiers' Civil Reestablishment was appointed in July of 1915.

Mr. ROBSION. When was this additional $50,000,000 asked?

Mr. MUNROE. I saw reference to it some months ago, but I do not remember the exact date. I believe that the actual appropriation—altnough the commission was established in July, 1915—was not made until during the subsequent year.

Mr. ROBSION. Wnat sum did the Canadian Government pay to the soldiers while taking the training?

Mr. MUNROE. Tnat I should have to look up; I do not remember.

Mr. ROBSION. Do you remember whether it is more or less than we paid?

Mr. MUNROE. Less, I think.

Mr. ROBSION. Wnen was this $2,000,000 appropriated that you spoke of, by our Congress?

Mr. MUNROE. In connection with the act of June, 1918.

Mr. ROBSION. 1918 or 1917?

Mr. MUNROE. Nineteen hundred and eighteen.

Mr. ROBSION. Was that the first appropriation for the retraining of our disabled soldiers?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Did your board ask for more than $2,000,000?

Mr. MUNROE. I think not. I think that that was the figure we asked.

Mr. ROBSION. Congress gave you just what you asked for?

Mr. MUNROE. I have no fault to find with that but only with the budgeting of it. We strenuously objected at that time to the budgeting because we had no data on which to go.

Mr. ROBSION. And that was the act that you complain of that tied your board up with the War Risk?

Mr. MUNROE. I am not complaining of the act, I am complaining of the attitude of the War Risk Insurance Bureau which refused to interpret it in a liberal way. Tne act itself was all right.

Mr. ROBSION. The Bureau of War Risk was undertaking to administer the law different from your board? When was it that you asked Congress to amend that act?

Mr. MUNROE. I think it was December 9, 1918.

Mr. ROBSION. Was it amended?

Mr. MUNROE. It was amended the latter part of February; that is, by permitting the coalescing of the funds.

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Mr. ROBSION. Yes. Was there any additional fund appropriated in 1919, or before July, 1919?

Mr. MUNROE. No, sir; there was $77,000 given, as was permitted under the act, by the American Red Cross and the National Catholic War Council. I think those were the two bodies.

Mr. ROBSION. When did you ask Congress to divorce you from the War Risk?

Mr. MUNROE. In the latter part of April, I think, 1919.

Mr. ROBSION. There was no session of Congress then, was there?

Mr. MUNROE. Yes; I think Congress was in session at that time. I think the new Congress had come in in April.

Mr. ROBSION. The new Congress was called into session May 19, 1919.

Mr. MUNROE. Yes; I am mistaken. It was in May and not in April.

Mr. ROBSION. So it was the new Congress, the Sixty-sixth Congress, that you appealed to for relief, and got relief.

Mr. MUNROE. Yes.

Mr. ROBSION. What appropriation did you ask for from the Sixty-sixth Congress at the first session?

Mr. MUNROE. $4,000,000.

Mr. ROBSION. $4,000,000?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. How much did the Sixty-sixth Congress give you at its first session?

Mr. TOWNER. Finally.

Mr. ROBSION. Yes; finally.

Mr. MUNROE. $14,000,000.

Mr. ROBSION. So that they gave your board $10,000,000 more than you asked for?

Mr. MUNROE. But meanwhile they passed the amendment to section 2, and that threw on us the whole responsibility for the maintenance of the men.

Mr. ROBSION. But they gave you $10,000,000 more than you asked?

Mr. MUNROE. Yes; but, of course, when we asked for $4,000,000 we did not know that there would be the added responsibility under the amendment to section 2.

Mr. ROBSION. How much has your board expended for tuition?

Mr. MUNROE. I would have to get those figures. I do not carry them in my head.

Mr. ROBSION. You had it here.

Mr. MUNROE. I think not.

Mr. ROBSION. You were telling about it in comparing it with Mr. Littledale's charges.

Mr. MUNROE. Oh, yes; that is in the tables. I had forgotten [after a pause]. You mean the total expenditures or for one month?

Mr. ROBSION. No; the total expenditure.

Mr. MUNROE. Up to March 31, 1920, the total expenditure for tuition was what you asked me?

Mr. ROBSION. Yes.

Mr. MUNROE. For tuition the figure was $956,744.89.

Mr. ROBSION. What has been expended altogether?

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Mr. MUNROE. For the soldiers?

Mr. ROBSION. Up to March 31, 1920, for the training of soldiers, leaving out the tuition?

Mr. MUNROE. Including the tuition, the total for the soldiers was $15,689,677.77. Subtracting the tuition from that leaves it about $14,500,000 in round figures.

Mr. ROBSION. How much money has been appropriated altogether for this work?

Mr. MUNROE. Up to this time?

Mr. ROBSION. Yes.

Mr. MUNROE. What is that figure? $21,000,000. I have a poor head for figures.

Mr. ROBSION. How much do you still have to your credit? Of the appropriations, how much is still available?

Mr. MUNROE. That I should like to look up. I do not know what the figure is to-day.

Mr. ROBSION. Approximately?

Mr. MUNROE. Mr. Lamkin says on the 1st of April, approximately $10,000,000.

Mr. ROBSION. So that there can be no claim made of any shortage of funds, can there?

Mr. MUNROE. No, sir.

Mr. ROBSION. After you had expended all along as you have, you now have something like, on the first of the month, something like $10,000,000 of appropriations still available.

Mr. MUNROE. But, of course, our expenditures are running now at the rate of between $4,000,000 and $5,000,000 a month.

Mr. ROBSION. What would you like for Congress to do is to give your board the authority to fix the salaries?

Mr. MUNROE. I did not get the first part of your question?

Mr. ROBSION. What you would like for Congress to give your board is authority to fix the salaries of all the men in the employ of the Federal Vocational Board?

Mr. MUNROE. To restore the act into its original shape in which it was without any salary limitations.

Mr. ROBSION. Then your idea there was to ask Congress to build more hospitals?

Mr. MUNROE. It is the Bureau of Public Health Service that is asking for the hospitals and we propose and are already carrying out a plan for cooperative work in those hospitals in which we give under medical advice so much training as it is proper for a man to have in his condition of health.

Mr. ROBSION. Don't you think that Judge Towner's suggestion is a fine one that we have a good many cantonments in the country not in use and whose buildings would be available for purposes like that?

Mr. MUNROE. As I said this morning, I have no first-hand knowledge of that subject and I would not venture to give an opinion.

Mr. ROBSION. What do you say about the Philadelphia office?

Mr. MUNROE. In what way?

Mr. ROBSION. Is it in a condition as described by Mr. Reid, who was a witness here?

Mr. MUNROE. No, sir. I visited the Philadelphia office two or three weeks ago and it seemed to me in remarkably good condition.

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Mr. ROBSION. Did you go into the files and records as Mr. Reid says he went into them and found the conditions there?

Mr. MUNROE. I did not pull out the files, but I talked with the responsible people in the office.

Mr. ROBSION. They all gave it a good name?

Mr. MUNROE. A man with business experience can judge from talking with people whether they are doing their work or not.

Mr. ROBSION. How can you tell from that whether or not the soldiers cases were being passed upon?

Mr. MUNROE. Because I asked questions about it and found that they were being dealt with.

Mr. ROBSION. If conditions were what they were described in New York and Philadelphia, the files were put in and handled so that the last would be first and the first would be last in handling cases in passing upon them.

Mr. MUNROE. I think that was a mistake in the testimony.

Mr. ROBSION. I notice you state that you had sent out squads of doctors and others. When did the first squad go out?

Mr. MUNROE. Mr. Lamkin can give you the date. I can not. Do you mean in New York?

Mr. ROBSION. Anywhere?

Mr. MUNROE. When did that New York squad, the first one go out?

Mr. LAMKIN. Some time in February, I think.

Mr. ROBSION. Were any squads going out before March, 1920?

Mr. MUNROE. Mr. Lamkin just said the first one went out in February.

Mr. ROBSION. Where?

Mr. MUNROE. These details can be answered much better by Mr. Lamkin. They are administrative details which I do not carry in my mind.

Mr. ROBSION. I only assumed it on the ground that you stated that the squads were sent out and I thought that you knew something about them.

Mr. MUNROE. I knew in a general way but could not possibly give the dates when they went out.

Mr. ROBSION. Was that under an order of the board or by Mr. Lamkin?

Mr. MUNROE. It was one of Mr. Lamkin's administrative acts.

Mr. ROBSION. That was not an order of the board?

Mr. MUNROE. Things of that sort do not require an order from the board.

Mr. ROBSION. Can you tell us the percentage of the cases that have been passed upon by the Atlanta office?

Mr. MUNROE. I could not without looking up the figures.

Mr. ROBSION. There are 14 districts, are there not?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. I wish that you would have Mr. Lamkin furnish in his testimony the percentage or the number of cases that have been passed upon and those that have not been passed upon at each district office in the United States up to April 15, 1920?

Mr. MUNROE. Have you made a note of that, Mr. Lamkin?

Mr. LAMKIN. Yes.

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Mr. ROBSION. Have you any figures there to show how many of this 58,099 have been approved for section 2 training?

Mr. MUNROE. Fifty-eight thousand in section 2. For section 3, there have been 36,000 approved.

Mr. ROBSION. Now, there are 25,000 of these 58,000 that have been approved for section 2 training that have not been put into training?

Mr. MUNROE. That have not yet accepted training. We can not force the men to take it, of course.

Mr. ROBSION. What is your impression as to whether or not they will take it?

Mr. MUNROE. As I think I stated this morning, at the outside, possibly 50 per cent of them would. That is a high figure but I hope that that number will take it.

Mr. ROBSION. How many do you claim will be subject to section 2 training?

Mr. MUNROE. Of what we have already?

Mr. ROBSION. Altogether.

Mr. MUNROE. No one can tell that because we do not know about the men who are still in hospitals and about these tuberculosis cases and about the mental cases. It is absolutely impossible.

Mr. ROBSION. How many do you think you still have to pass upon and approve?

Mr. MUNROE. Of the men on our rolls by this time we must have determined the eligibility and assigned training to close to 90 per cent. But, of course, men are continually coming out, being discharged from the hospitals.

Mr. ROBSION. You mean that there are just 10 per cent to pass on?

Mr. MUNROE. Of those on our list; yes, sir.

Mr. ROBSION. Then you can tell me, can you not, how many will be subject to section 2 training up to the present?

Mr. MUNROE. Of those now on the roll?

Mr. ROBSION. Of the 206,666 ex-service men who have registered and would be entitled to section 2 training, in your judgment?

Mr. MUNROE. It will be purely a guess. I should guess that the total of 70,000, and subtracting 58,000 from that, leaves it at the outside 12,000. That is an outside figure.

Mr. ROBSION. That are yet to be approved?

Mr. MUNROE. That will accept training.

Mr. ROBSION. That are yet to be approved, whose cases must yet be passed upon for section 2.

Mr. MUNROE. I think we are talking at cross purposes. I stated a little while ago that of the cases on our lists, practically 90 per cent have been passed on at this time. That leaves 10 per cent still to be acted on.

Mr. ROBSION. But if I have understood your evidence, it is that there will be approved for section 2 training, 58,099?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. And if I further understood, you stated that in your judgment there would be 70,000 altogether of this 206,666 that would be entitled to section 2 training and that would leave 12,000 who in your opinion would be entitled to section 2 training, whose cases have not yet been approved. Are we both clear on that?

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Mr. MUNROE. I think we are still talking at cross purposes because we have approved section 2 training for 58,000 men.

Mr. ROBSION. Before you go any further, let me interrupt you. In your opinion, how many will there be who will be entitled to section 2 training of this 206,666?

Mr. MUNROE. I will have to do some addition here. There remain about 45,000 cases—that is, at the time of these figures—still to be passed on. The vast majority of those, I believe, are minor disabilities and consequently the proportion will be very small of men eligible for section 2 of that 45,000.

Mr. ROBSION. But you have not yet given the committee and myself your opinion as to how many there will be of section 2 training of that 206,666?

Mr. MUNROE. It all depends on the proportion of the 45,000.

Mr. ROBSION. I know you can not tell exactly.

Mr. MUNROE. If you take 10 per cent, that is 4,500, and added to 58,000, it gives you 62,500. If you take 20 per cent, that is 9,000, and added to 58,000, it makes 67,000. It is all guess, absolutely.

Mr. ROBSION. But you say that you will have all those cases practically passed on that are now in by the 1st of July cleaned up?

Mr. MUNROE. We will have them; yes.

Mr. ROBSION. Of course, you will ask Congress to appropriate money?

Mr. MUNROE. We have asked that for the next year.

Mr. ROBSION. If you have asked it, then, of course, you must have some figures from which you make your request?

Mr. MUNROE. I have not those figures. It is a public document in which we made the estimates.

Mr. ROBSION. How much do you estimate it will cost to train each soldier; I mean as an average?

Mr. MUNROE. It averages about $1,500.

Mr. HOLDER. On the $80 basis?

Mr. MUNROE. Yes; but, of course, if the Darrow bill passes, raising it to $100, that will increase the cost for each soldier by $20 a month.

Mr. ROBSION. Did you go before the committee last year in May or June, when you asked to have a separation of these two departments—the Vocational Board and the War Risk—and ask for an appropriation?

Mr. MUNROE. At the time that we asked for the separation?

Mr. ROBSION. Yes.

Mr. MUNROE. I should have to refresh my memory on the details of that.

Mr. ROBSION. Did you testify last year before the Appropriations Committee, of which Mr. Good is chairman?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Who all appeared there before that committee of your board that you know?

Mr. MUNROE. Who of our organization appeared?

Mr. ROBSION. Yes.

Mr. MUNROE. I should have to look up the record to find out. I do not remember. I know I testified. I have forgotten who else did.

Mr. ROBSION. Did Mr. Good, the chairman, appear to be sympathetic with your desires and purposes?

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Mr. MUNROE. Which hearing do you mean?

Mr. ROBSION. Before the Appropriations Committee.

Mr. MUNROE. I have appeared before the Appropriations Committee several times. I do not know which one you mean.

Mr. ROBSION. Last year in May or June before you had the change in the law and before you got the $14,000,000?

Mr. MUNROE. Mr. Good has always been very courteous.

Mr. ROBSION. In what way did your board fail in presenting your case to cause the chairman of the Appropriations Committee on the floor of the House to use this language in the Congressional Record of the date of July, 1919, page 2787:

There never was a body of men anywhere entrusted with a great work who seem to know as little about the subject and had as small a vision of the great work with which they were entrusted as the body to whom we had entrusted the rehabilitation of those boys who have been so unfortunate as to be wounded in this great war.

Mr. MUNROE. You would have to ask Mr. Good the basis of those remarks. I could not stand sponsor for them.

Mr. ROBSION. Was there any ground for the chairman of the Appropriations Committee after hearing you and other members of your board, in making a charge like that on the floor of the House?

Mr. MUNROE. You would have to ask Mr. Good.

Mr. VESTAL. I object to that question. That is certainly not a pertinent question to this investigation as to what Mr. Good might have said in the Record. I want to see a full investigation, but taking what somebody else has said about these people certainly is not a proper question to ask this witness.

Mr. TOWNER. I think perhaps the question is a little out of order.

Mr. ROBSION. There was some complaint about the official organ of the American Legion throwing obstacles in your way in this training in carrying on the work. How did it do that?

Mr. MUNROE. I simply pointed out the anomalous situation of the American Legion officers asking us to cooperate with them and offering to cooperate with us and establishing with us the most cordial relations so that there was placed on my desk the other day a manual to be used by the officers of the American Legion in helping us along with our work and persuading the men assigned training to take the training which, of course, is one of their chief ways in which they can help us. I pointed out the anomalous situation of the officers working with us in that way and yet the paper which bears the name of the Legion, to use a slang phrase, knocking us in every way.

Mr. ROBSION. The Legion itself, the head of the Legion, has been criticising the delay of your board? Is that not so?

Mr. MUNROE. Mr. D'Olier has always been very friendly.

Mr. ROBSION. Did not the head of the Legion, as representative of the Legion, appear before our committee and point out these delays as inexcusable delays?

Mr. MUNROE. I was not present; I do not know, sir.

Mr. ROBSION. You spoke about receiving some contributions from certain sources. How much was that?

Mr. MUNROE. It was $77,000. I can not tell you just how it was divided but the two givers, as I remember it, were the American Red Cross and the National Catholic War Council. The two gifts totaled $77,000 and there was $25 from some organization whose name I do not remember.

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Mr. ROBSION. What disposition was made of that?

Mr. MUNROE. It was added to the fund and utilized during the winter of 1918–19 to some extent in the payment of employees.

Mr. ROBSION. I notice a statement that was issued by your board where you state that $66,000 of it was used for salaries. Was it necessary to do that, to use that fund for the purpose?

Mr. MUNROE. Yes, sir; at that time, because of the budgeting. We had used up all of the funds that we could untilize for salaries under that budgeting.

Mr. ROBSION. Was the money given with the idea that it was to be used for salaries?

Mr. MUNROE. Used for any purpose that we needed it. There was no restriction on it at all. Of course, we could not have received it with any restrictions because the law does not permit it.

Mr. ROBSION. Haven't you a copy in your office of the so-called hard-boiled order?

Mr. MUNROE. I have never seen any except what was published in the New York Evening Post.

Mr. ROBSION. Do you not understand that there is such an order, whether it was ever sent out or not, in the files of the department?

Mr. MUNROE. There was no such order ever sent out or ever prepared.

Mr. ROBSION. There was no such order in the files?

Mr. MUNROE. No, sir.

Mr. ROBSION. Haven't you heard it discussed in your department and in the board?

Mr. MUNROE. We asked for a report from the chief and I think he will be glad to testify in that matter.

Mr. ROBSION. You got information that there was such an order, did you not?

Mr. MUNROE. There was no such order there and I have never seen such an order.

Mr. ROBSION. It was prepared, if not signed?

Mr. MUNROE. There was no order prepared.

Mr. ROBSION. What is that gentleman's name in New York?

Mr. TOWNER. Mr. Brigham.

Mr. ROBSION. One of the witnesses here testified that Mr. Brigham in New York, who was in the New York office as representative of the board was talking and Mr. Brigham claimed that he was responsible for it.

Mr. MUNROE. A little group of them drew up a memorandum which did not relate to the soldiers in any way. It was a memorendum to be used, according to the testimony given to us by Mr. Brigham, for their relations with the other officials at the district offices. It had no bearing on the soldiers whatever.

Mr. ROBSION. Where was that prepared?

Mr. MUNROE. If you wish me to read the report from Mr. Lamkin, I will do so.

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This is addressed to me by Mr. Lamkin. It reads as follows:

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR DISABLED SOLDIERS, SAILORS, AND MARINES,
Washington, D. C., March 6, 1920.

Mr. JAMES P. MUNROE,
Vice Chairman, Federal Board for Vocational Education,
Washington, D. C.

DEAR MR. MUNROE: I am submitting herewith a statement from Mr. Carl C. Brigham concerning the Helpful Hints to Central Office Case Board Representatives, about which you inquire. As I remember the incident the facts are as stated by him. The material was prepared, as I recollect, at a time when I was temporarily absent from the office, and lay on my desk for several days before I saw it.

It was in no sense an order or instruction. There are five ways used for communication in the central office, and to central office representatives in the field.

1. Through the general regulations of the board, referred to as miscellaneous 150 revised.
2. Through a series of instruction letters numbered serially.
3. Through a series of information letters, also numbered serially.
4. Through memorandums usually used only in central office.
5. Through notes always used only in central office, and which are not of as lasting interest as the memorandums.

The first three of the above have the force of orders, and are signed by the chief of the Division of Rehabilitation. The last two are used as recommendations on which orders or instructions are later issued. The material above referred to was in none of these classes.

I did not know until Mr. Brigham's statement, attached hereto, was handed to me that the material prepared by him in October was intended to be sent out of the office, or was sent out by anyone. It certainly did not go out to my knowledge in any official letters of the board. Mr. Carl Becker, one of our field representatives wrote me from Oklahoma City on November 14, inclosing what purported to be an original copy of the statement.

When I got his letter, I asked Mr. Hamilton, the supervisor of training, under whose general direction Mr. Becker was working, if he sent a copy of the material to Mr. Becker. He told me that either Mr. Becker got an original copy before it had been shown to me, or that such copy had been sent him by mistake. I told Mr. Hamilton that no such material should be sent out by anyone connected with this office, and promptly wrote Mr. Becker under date of November 19. The following paragraphs of that letter to Mr. Becker are quoted:

"I am glad to have the Helpful Hints to Central Office Case Board Representatives, which you sent me. As written, this has not been sent out by central office. This draft was submitted to the chief and was not approved. I have taken the matter up with Mr. Hamilton and find that the original draft went to you without authority. There is no reason for central office to be 'hard boiled' nor for any man representing central office to be 'hard boiled.' Men who are sent out from central office are expected to give the soldiers the benefit of the doubt, as the central office case board is expected to give them the benefit of the doubt. The recommendations of the district medical officer must be taken regarding the nature of a man's disability. It will not be overruled by central office except in rare cases or where the soldier receives the benefit. Central office case board representatives are expected to see that all the information necessary from a legal standpoint is in the case.

"With that exception, they are not expected to 'split hairs' in approving or disapproving a man's case."

The language of the statement shows it was never intended for an order, or instruction, or to be sent out. The fact that it was not signed by anyone also shows it was not so intended.

In order to determine as rapidly as possible whether or not men whose names were in our files, were entitled to vocational training, and to notify them, and to prevent the delay which resulted from sending all files and papers to Washington, we have sent out to various district offices: First, individual representatives or so-called central office case board representatives, and later, groups of men called eligibility squads.

These men were to pass on the legal evidence in the files, and so the interviewing of the disabled men, and the securing of legal evidence naturally had to be left to the men in the district offices. The representatives sent out from this office can not interview disabled men, and at the same time pass on a large number of cases. Every instruction and order has been to give the disabled soldier the benefit of the doubt,

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and every effort has been made to keep the men sent out from central office at the work which I believed would expedite action, and which could only be expedited by their time not being taken up by conversation or "visiting" with members of the district staffs. In other words, I believed the efficiency of the organization could be promoted by insisting that these central office representatives who were to maintain uniform standards throughout the country, fair to the disabled man, and fair to the Government, giving the disabled man the benefit of the doubt, confine themselves to the work which they were sent out to do. An attempt to increase the efficiency of a Government employee should not be the subject of severe criticism.

The figures for September 15, and for March 1, in this connection may be of interest:

	Sept. 15	Mar. 1.
Number approved for training under section 2	17,000	55,000
Number approved for section 3 training	500	22,000
Number deemed ineligible in training on the evidence in the files	15,000	48,000
Total definite decisions rendered	32,500	125,000

It should be remembered that a large per cent of the men serving on central office case board were ex-service men. Mr. Brigham himself is an ex-service man, having in addition, a very high civil-service rating. The present central office case board which acts on appeals from the decisions adverse to claims, is composed of eight men, one of whom, a veteran of the Spanish-American War, was physically incapacitated for service in the late war, one was in the Engineer Corps, and the other six saw overseas service as line officers.

As to my attitude toward the disabled men, and as to instructions and orders written, or which I have sent out, it has always been to be fair to the men and to the Government, giving the disabled man the benefit of the doubt. I should be glad to see the provisions of the present rehabilitation law liberalized to such an extent that every man who suffered any disability could have the training he needed, if he wanted it, but such is not the provision of the present law.

It may be of some value in determining my attitude toward the disabled man to know that so far as I can remember, while I was in charge of the office at St. Louis, or temporarily in charge at Philadelphia, or New York, or since I have been here as chief of this division, I have never declined to personally see any disabled man who asked to see me personally, nor have I declined to see anyone else who asked to see me, either an employee or not an employee, whatever his business. Nor have I kept any individual waiting any length of time, but frequently I have had to refer them to others for action where their matters would consume any length of time.

As my resignation was placed in your hands shortly after I became chief of the division, to become effective at your pleasure, so that you would not feel bound to retain me in my present position because I am under the civil service, and was not subject to removal except after charges are filed, and also, as you have, so far, not accepted it, and as you have approved the regulations which have gone out in Miscellaneous 150, and in the instruction and information series, all of which are subject to review, I am sure that the statement which I have expressed regarding my attitude toward the disabled soldier is approved by all the members of the board.

Very truly, yours,

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

Mr. ROBSION. How long is it? On that one point, I just wanted to know who wrote that order if it was written?

Mr. MUNROE. You will notice that he says that he transmits the report made by Mr. Brigham.

Mr. ROBSION. You need not read that all. But did he write it according to the report. Who prepared that so-called hard boiled order in the New York office or wherever it was?

Mr. MUNROE. There was no order prepared. There never was an order of any kind.

Mr. ROBSION. Would you want to put that report in the record?

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Mr. MUNROE. As long as there seems to be so much misunderstanding about it, I think we had better.

Mr. ROBSION. Let it go in the record.

Mr. TOWNER. Yes.

Mr. ROBSION. Is there with that record a copy of the so-called order, whatever it was, hard-boiled, that related to the soldiers or anybody else?

Mr. MUNROE. Let me repeat, sir. There never was an order, hard-boiled, or any other kind along those lines. The thing was entitled, "Helpful Hints to Central Office Case-Board Representatives."

Mr. ROBSION. Is there a copy of that Helpful Hints in there?

Mr. MUNROE. Yes, sir; it is embodied in Mr. Brigham's report or statement.

Mr. ROBSION. How many pages does it cover?

Mr. MUNROE. The Helpful Hints? It covers about 1 page.

Mr. ROBSION. I wish you would read that?

Mr. MUNROE. The Helpful Hints?

Mr. ROBSION. Yes.

Mr. TOWNER. Is that embraced in the report of Mr. Lamkin which you have already put into the record?

Mr. MUNROE. Mr. Lamkin made a formal report as requested by the standing committee and embodied in it this statement by Mr. Brigham.

Mr. TOWNER. And that you have already offered for the record?

Mr. MUNROE. Yes, sir. Do you wish me to read it?

Mr. ROBSION. Yes.

Mr. TOWNER. Very well.

(The statement referred to, previously quoted from and including the Helpful Hints is as follows:)

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR
DISABLED SOLDIERS, SAILORS, AND MARINES,
Washington, D. C., March 6, 1920.

Statement of Carl C. Brigham to Chief Division of Rehabilitation concerning the origin of an unofficial statement known as Helpful Hints to C. O. C. B. Representatives.

An unofficial statement entitled "Helpful Hints to C. O. C. B. Representatives" was prepared by me some time in October, 1919, to be forwarded to representatives of the central office case board working in the district offices. The original copy of this unofficial statement is not in my possession, and to the best of my knowledge and belief at that time the original and all copies of the original were destroyed.

About 10 copies of this unofficial statement were prepared and before being submitted to the chief of division were shown to three members of the staff of central office at that time. After showing the statement to these three persons I collected, as I thought, all the copies and placed them on your desk. It is possible that one of these copies was mislaid, picked up by a clerk, and sent out by mistake. This is, however, a supposition. After that evening I saw the original copy only after certain sentences had been deleted by you. I handed the copies to a typist and had 10 or 12 copies prepared. These copies were mailed by me to the five or six central office case board representatives in the field and given to the members of the eligibility squad then in training in central office, consisting of 8 or 10 men.

HELPFUL HINTS FOR C. O. C. B. REPRESENTATIVES.

"1. As representative of the central office case board you are to give individual rulings on individual cases. General rulings originate at central office. Don't make any yourself.

"2. You are to pass on cases, and whenever you think out loud see that the thought is placed on paper and is then placed in the man's folder.

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"3. Don't argue with the district office staff. Tell them to write central office if they don't like your judgment.

"4. Don't speculate. If a fact exists, the existence of the fact can be proved on a piece of paper. Accept legal proof and don't trust to hearsay evidence. If any member of a district staff knows a lot more about a case than is in the folder, tell him to dictate it and get the D. V. O. to sign it. Don't listen to him. It wastes time.

"5. The organs used in approving cases are the eyes and the brain.

"6. Don't gossip. If a man tells you a tale of woe in one district, don't tell it in the next district. You are not sent out to arrange salary readjustments, or to install filing systems, but to approve cases.

"7. Keep your opinions to yourself. If you believe one section is more efficient than another section or one district more efficient than another, keep it to yourself.

"8. Members of the district office staffs will beat you over the head with verbal pressure. District pressure causes many of our mistakes. Put cotton in your ears and lock the door.

"9. District office staffs believe that any one from Central Office is full of wisdom. You will preserve this good impression, if you don't talk.

"10. Whenever you draw a conclusion, draw it in duplicate and forward one copy to central office.

"11. Accept advice from central office. Take all the cigarettes you can get from members of the district office staff, but no advice. The district office will never crawl you for approving cases in error, but central office will. Don't get mad when you get crawled, but come back with the evidence. If the evidence wasn't there, don't do it again."

The copies sent out were not signed by the chief of division or anybody else. No instructions were given me to send them out. The chief of division did not approve the copy and issued no instructions that they be sent.

In explanation of the reasons for issuing this circular I wish to call your attention to certain factors which lead to its reparation.

The first stimulus to the preparation of this circular was a complaint received by me that one of the traveling representatives carried word from one district to another that a member of one district staff would like a transfer to another district, and then carried word back to the man concerned that his transfer would be highly acceptable and possibly at an increased salary. The transfer would have disrupted the organization of the district from which the man was transferred and the person making the complaint was entirely justified. Another complaint was received that another representative dropped a suggestion in one district that another district was more efficient in some respects. To meet these complaints the following paragraphs were inserted:

"6. Don't gossip. If a man tells you a tale of woe in one district, don't tell it in the next district. You are not sent out to arrange salary readjustments, or to install filing systems, but to approve cases.

"7. Keep your opinions to yourself. If you believe one section is more efficient than another section or one district more efficient than another, keep it to yourself."

Another difficulty at the time of the preparation of this circular resulted from the fact that the district offices were inclined to generalize on the basis of rulings made on individual cases and that our traveling representatives were inclined to make general rulings. You will probably remember that about this time one district office wrote to us stating that a central office man had rated a case of otitis media "major" and that if this case were rated "major" they had 5,000 other cases which must be rated "major" also. Our case board representatives were instructed to pass on the individual cases on their merits and not to generalize. All matters of general policy were submitted to the chief of division. To overcome this tendency the following paragraphs were inserted:

"1. As representatives of the central office case board you are to give individual rulings on individual cases. General rulings originate at central office. Don't make any yourself.

"9. District office staffs believe that anyone from central office is full of wisdom. You will preserve this good impression, if you don't talk."

Another difficulty at that time resulted from the failure of the district offices in some instances to transmit to central office the evidence on which a decision was based, and the failure of our case board representatives in some instances to specify the evidence on which his decision was based. It was the policy of central office to have the actual evidence on which the award was based in our files, so that any question as to the legality of any award or the authorization of payments could be answered. If the question of the legality of payments ever came up, there would be no record in the

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iolder of any conversation held in a district office, although the facts developed in this conversation might clearly indicate that the man was in need of training. Another difficulty of the same sort arose from the fact that in some instances cases were disapproved verbally by a case-board representative with the statement that he would approve it if certain evidence were secured. The representative would then leave the district and the case would be presented to another man with the statement that the first man said it would be approved, if certain evidence were supplied. To overcome these difficulties the following paragraphs were inserted:

"2. You are to pass on cases and whenever you think out loud see that the thought is placed on paper and is then placed in the man's folder."

"4. Don't speculate. If a fact exists, the existence of the fact can be proved on a piece of paper. Accept legal proof and don't trust to hearsay evidence. If any member of a district staff knows a lot more about a case than is in the folder, tell him to dictate it, and get the D. V. O. to sign it. Don't listen to him. It wastes time."

"10. Whenever you draw a conclusion, draw it in duplicate and forward one copy to central office."

"11. Accept advice from central office. Take all the cigarettes you can get from members of the district staff, but no advice. The district office will never crawl you for approving cases in error, but central office will. Don't get mad when you get crawled, but come back with the evidence. If the evidence wasn't there—don't do again."

Our greatest difficulty at the time this circular was written resulted from the fact that there was an enormous amount of work to be done by a very few men. It was impossible to obtain additional men and it was frequently necessary for our representatives to cover three and sometimes four offices a week. In some instances it was necessary to move them so rapidly that a man left a district with a number of cases ready for decision unacted upon. The representatives worked day and night in their effort to clear the load, and they should have been protected from interference. On the other hand, members of the district office staffs were very much interested in practically all of these cases on which definite action was to be taken. The members of the district staff were in contact with the man and deeply interested in his welfare, as they should have been. On the other hand the case-board representative, interested in all the men, as well as in individuals, had more work to do in a given time than he could accomplish. If there were 200 cases ready for decision, a representative could spend all of the time talking over 10 cases and be forced to leave 190 cases until his next visit. The stress of the work sometimes made it necessary for representatives to refuse to talk. This was why they were advised to "put cotton in their ears and lock the door," and to work nights. This attitude was encouraged in order that the work might progress more rapidly.

The artificial relationship which resulted from the stress of work sometimes caused friction between the central office representatives and some members of the district staffs, but on the whole the offices realized the strain our men were working under and the man was given a quiet room and interference prohibited. On account of the time element and the necessity of drastic action, paragraph 3 was inserted as follows:

"3. Don't argue with the district office staff. Tell them to write central office if they don't like your judgment."

and also paragraph—

"8. Members of the district office staffs will beat you over the head with verbal pressure. District pressure causes many of our mistakes. Put cotton in your ears and lock the door."

It was in paragraph 8 that the words "hard boiled" and "naturally sympathetic" appeared in the original draft, from which they were stricken out. The "hard boiled" phrase and the "naturally sympathetic" phrase had no reference to the attitude of the central office representative toward the claim of the disabled man and applied only to the very difficult but entirely necessary relationship he was forced to maintain with the members of the district office staff. In passing on the cases of disabled men the case-board representatives have always been instructed to give the disabled man the benefit of the doubt, and any change in their policy must come from a change in the vocational rehabilitation act liberalizing the provisions of section 2. In this connection the paragraph "The organs used in approving cases are the eyes and the brain" should be discussed. When a man makes application for training under section 2 of the vocational rehabilitation act, it is necessary that four conditions be met:

(*a*) That the man has been discharged from the service under honorable conditions since April 6, 1917.

(*b*) That he has a disability that was incurred in the service or is traceable to the service.

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(c) That his disability constitutes a vocational handicap.
(d) That training from a mental and physical standpoint is feasible.

There may be many other social and economic reasons why a man should receive support, but none of these social and economic reasons legally entitles a man to training. In taking this position your case board representatives have adopted the spirit and letter of the law as expressed in the act of Congress.

In conclusion I wish to apologize for the manner and style in which this circular was written. It was intended for a limited number of persons, all of whom were capable of interpreting it correctly and who did interpret it correctly. That the communication may be very easily misinterpreted is evidenced by the storm of protest following the publication of the copy disapproved by you. It would have been a very easy matter to write the same instructions in such a manner that the same points would be covered and the same difficulties overcome without rendering the board liable to attack on account of misinterpretation. I regret exceedingly that my unfortunate expression has placed you and the members of the board in such an embarrassing predicament and wish to state to you again what I have previously stated verbally that my resignation from the service will be placed before you any time you express your willingness to accept it.

CARL C. BRIGHAM.

MARCH 6, 1920.

Please remember that this central office case board was sent out to pass upon cases which had already been passed upon by the district office. The central office case board never came in contact with the boys at all and these hints were for their relations and their attitude toward the employees of the district offices.

Mr. ROBSION. You say that instruction is for whom?

Mr. MUNROE. To the representatives. It is a memorandum, as I understand it, as stated here, to be passed around, a few copies among the central office case board representatives who were going out to pass upon cases to give the central office stamp of approval or disapproval on cases that were acted upon and settled by the district offices.

Mr. ROBSION. Who was your representative in New York at that time from the central office?

Mr. MUNROE. I could not say without looking up the record.

Mr. ROBSION. Did each fellow that went out have one of them?

Mr. MUNROE. Just a few of them.

Mr. ROBSION. How many were prepared?

Mr. MUNROE. Mr. Brigham here says 10 or 12 copies were prepared.

Mr. ROBSION. Did he have one himself?

Mr. MUNROE. Mr. Brigham?

Mr. ROBSION. Yes.

Mr. MUNROE. I presume so.

Mr. ROBSION. Was he the district representative—I mean the central office representative—at the New York office?

Mr. MUNROE. No, sir.

Mr. ROBSION. What was he?

Mr. MUNROE. What was Mr. Brigham at that time? He was sort of a general utility man, was he not, Mr. Lamkin?

Mr. ROBSION. But he represented the central office here at Washington, did he not?

Mr. MUNROE. As far as any member of the staff represents the office.

Mr. ROBSION. What I mean is, that he was not connected with the New York office. He was connected with the central office?

Mr. MUNROE. He has never been connected with the New York office as far as I know.

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Mr. ROBSION. He was sent up to New York to help straighten out things?

Mr. MUNROE. I should have to ask Mr. Lamkin. I do not remember the details.

Mr. ROBSION. Does Mr. Brigham say in the report there to him he gave those orders?

Mr. MUNROE. Do you wish me to read his statement?

Mr. ROBSION. Yes.

Mr. MUNROE (reading):

An unofficial statement entitled "Helpful hints to C. O. C. B. representatives" was prepared by me some time in October, 1919, to be forwarded to representatives of the central office case board working in the district offices. The original copy of this unofficial statement is not in my possession, and to the best of my knowledge and belief at that time the original and all copies of the original were destroyed.

About 10 copies of this unofficial statement were prepared and before being submitted to the chief of the division were shown to three members of the staff of central office at that time. After showing the statement to these three persons I collected, as I thought, all the copies and placed them on your desk.

This is addressed to Mr. Lamkin:

It is possible that one of these copies was mislaid, picked up by a clerk and sent out by mistake. This is, however, a supposition. After that evening I saw the original copy only after certain sentences had been deleted by you. I handed the copies to a typist and had 10 or 12 copies prepared. These copies were mailed by me to the five or six central office case board representatives in the field and given to the members of the eligibility squad then in training in central office, consisting of 8 or 10 men.

The rest I have already read.

Mr. ROBSION. When he says he "put it on his desk," he is referring to Mr. Lamkin?

Mr. MUNROE. Yes; it is addressed to Mr. Lamkin.

Mr. ROBSION. Then he says that certain sentences were left out.

Mr. MUNROE. He refers to the chief.

Mr. ROBSION. He says that certain sentences were deleted and that he did have some of the copies prepared.

Mr. MUNROE. That is in what I have read to you.

Mr. ROBSION. And sent out to the district offices?

Mr. MUNROE. That is his statement; yes, sir.

Mr. ROBSION. So then there is ground, as claimed by Mr. Reid of the Philadelphia office and Mr. Meyer of the New York office and the New York Evening Post, that this so-called order was sent out from the central office?

Mr. MUNROE. But it is not an order in any sense, manner, or shape.

Mr. ROBSION. Well, instructions?

Mr. MUNROE. It was not an instruction. It was a memorandum. It was not signed by anybody or addressed to anybody.

Mr. ROBSION. Well, who sent it out?

Mr. MUNROE. If I may read further—this is still Mr. Brigham's statement:

The copies sent out were not signed by the chief of division or anybody else. No instructions were given me to send them out. The chief of division did not approve the copy and issued no instructions that they be sent.

In explanation of the reasons for issuing this circular I wish to call your attention to certain factors which led to its preparation.

Mr. ROBSION. You need not go any further than that.

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Mr. MUNROE. I think it is very essential, now that the thing has been questioned, that Mr. Brigham should be allowed to give his statement.

Mr. ROBSION. I asked you a specific question. It is already in the record. I was going to ask you for an answer to my question. All of that is in the record. I have asked that it be put in the record

Now will you read my question?

(The reporter read the question as follows: "So then there is ground, as claimed by Mr. Reid of the Philadelphia office and Mr. Meyer of the New York office and the New York Evening Post, that this so-called order was sent out from the central office?")

Did this gentleman who prepared that memorandum, as you call it, or suggestion—did he visit other district offices?

Mr. MUNROE. You will have to ask Mr. Lamkin. I am not familiar with these administrative details.

Mr. ROBSION. Now, the man sent out to the district office, was it his business to cooperate with the district office staff?

Mr. MUNROE. To cooperate with them; yes, sir.

Mr. ROBSION. But if the instructions had been followed that are set out in that circular or order or instructions, there would have been no cooperation, would there?

Mr. MUNROE. Oh, yes; certainly; because these instructions had nothing absolutely to do with the disabled soldier, but they were given to these men in order to stimulate them not to waste their time by idle talk and gossip with the district officers.

Mr. ROBSION. But it did instruct the district office staff to keep their ears closed?

Mr. MUNROE. Not to the soldier, but to the district people.

Mr. ROBSION. Let me ask you now—to keep their ears closed and to listen to nothing, information or advice from the district staff, did it not?

Mr. MUNROE. In order that these cases might be——

Mr. ROBSION (interposing). Now, don't argue, Mr. Munroe; but isn't that the fact?

Mr. MUNROE. I wish to explain the fact. It is in order that nothing shall—that no man shall be put in training on hearsay or statements that are not put down in writing. It was merely business advice to do this thing in a businesslike way.

Mr. ROBSION. But since this was a human problem and he was sent up there to cooperate, or for the various district offices to cooperate, then why should he be instructed not to take any advice from the district officers but to be an autocrat and supreme in himself, as that order would indicate?

Mr. MUNROE. As this thing is not an order; as it has no official standing; and as I knew nothing about it till I saw it in the New York Evening Post, I do not see why I should be asked to justify something that did not exist as an order.

Mr. ROBSION. I am not asking you to justify it; I don't think there is any justification for it; but, Mr. Munroe, if it went to Mr. Lamkin and he cut out a part of it, and the part he did not cut out was approved, evidently then this man who visited the various district offices to line up things—didn't he have the authority—didn't Mr. Lamkin have the authority to issue that sort of instructions?

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Mr. MUNROE. You will have to question Mr. Lamkin himself on that.

Mr. ROBSION. But you are the head of the bureau, of the department, and Mr. Lamkin gets his orders from you; don't you say that Mr. Lamkin had the authority to pass upon and issue an instruction such as was issued by this man Brigham?

Mr. MUNROE. Mr. Lamkin has authority to issue orders on administrative matters, of course.

Mr. ROBSION. Well, now, if this was written up by Mr. Brigham and submitted to Mr. Lamkin, and Mr. Lamkin cut out what he though was the objectionable part and turned it over then to Mr. Brigham to have printed and copies made of it, and those were sent out from the central office, then do you say that it was without authority?

Mr. MUNROE. The other reporter has taken that letter. I wanted to read from Mr. Brigham's statement in which he says this memorandum never was approved by Mr. Lamkin or ordered to be sent out by him.

Mr. ROBSION. So then it is your contention that Mr. Brigham acted without authority?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. When did you find that out, that he acted without authority?

Mr. MUNROE. When this report was made to me.

Mr. ROBSION. What date is that?

Mr. MUNROE. In March, I think it was.

Mr. ROBSION. And where is Mr. Brigham now?

Mr. MUNROE. He is in the central office.

Mr. ROBSION. Has he been promoted or permitted to remain in the same position?

Mr. MUNROE. It had absolutely nothing to do with the disabled soldier. There is nothing reprehensible in the thing at all.

Mr. ROBSION. But you say there is nothing reprehensible when a man in the central office here sends out instructions to the district offices when he did not have authority to do it?

Mr. MUNROE. They were not instructions, sir. I have repeated that many times. They were not instructions; they were not signed; they had none of the character of instructions at all.

Mr. ROBSION. Well, I want to ask you this, Mr. Munroe. Would you approve, then, that suggestion or instruction written up by Mr. Brigham? Do you approve of it?

Mr. MUNROE. Because it is capable of misinterpretation, I disapprove of it on that ground.

Mr. ROBSION. Is that the only ground on which you disapprove of it?

Mr. MUNROE. That is all.

Mr. ROBSION. So then you don't want it in writing, but so far as you are concerned you would want these men who go from the central office to the district offices to close their ears and take no advice from anybody—to take cigarettes, but no advice. You want them to act in that manner?

Mr. MUNROE. I would not have phrased it in that way, of course.

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Mr. ROBSION. Would that be justified on any grounds, an instruction like that going to a central office man when he was right in with the staff and with the work at the district office? Must there not be closer cooperation between the men that can talk and advise with each other over these important matters?

Mr. MUNROE. There is the very closest cooperation between the central office and the district offices.

Mr. ROBSION. Could there be a situation where the central representative should go to the district office and close his ears entirely to what the district head should say or what the district staff should say? Should they do that in any district in this United States, in either of the 14 districts?

Mr. MUNROE. No, sir.

Mr. ROBSION. And you would not approve of that being sent out, would you?

Mr. MUNROE. No, sir.

Mr. ROBSION. Now, what did you say to Mr. Brigham for sending out a thing like that?

Mr. MUNROE. I reprimanded him.

Mr. ROBSION. You reprimanded him?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. Have you at any time put anyone in authority in your place as assistant vice chairman? I will put it this way: This memorandum that was prepared by Mr. Brigham, which you say was not an order, and which he had printed and sent out to the representatives that were going out to the district offices, if I understand you, Mr. Brigham's position on the matter was—and your position—that this was only a memoranda or instructions to be given to and used by a central offices representative that should be sent to and stationed in a district office somewhere.

Mr. MUNROE. Not an instruction; it was merely a memorandum.

Mr. ROBSION. And it was a suggestion as to his line of conduct or the relation between the central office representative and the district office head and staff; is that true?

Mr. MUNROE. The district office; not the head, but the representatives with whom he would come in contact.

Mr. ROBSION. I would like to inquire, Mr. Munroe, if at any time you appointed your stenographer vice chairman.

Mr. MUNROE. No, sir.

Mr. ROBSION. Well, didn't you designate her vice chairman and have her to sign important legal matters—I mean departmental matters?

Mr. MUNROE. No, sir; I sign all documents—and there are thousands of them—myself. When I have to be absent, they are signed by other members of the standing committee as acting vice chairman.

Mr. ROBSION. And after she had been acting for some time, didn't some head of one of the departments—the Department of Justice—advise you that she could not be vice chairman?

Mr. MUNROE. No, sir; she never served as vice chairman.

Mr. ROBSION. That never occurred at all? Didn't you at one time write out such an authority and give it to your clerk or stenographer?

Mr. MUNROE. Not that I have the slightest recollection of.

Mr. ROBSION. Which was signed by you, in which she was authorized to act as vice chairman of this important board?

Mr. MUNROE. No, sir.

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Mr. ROBSION. And didn't she undertake to act in that capacity in violation of the law?

Mr. MUNROE. No, sir.

Mr. ROBSION. Do you know anything about the contract made between either the central office here or the Philadelphia office with that Mr. Borland of Pittsburgh, in which he is paid $35 per month tuition for each student, and guaranteed a certain number of students per month?

Mr. MUNROE. I approved that contract, as I have to approve all contracts.

Mr. ROBSION. And have you learned how much money Mr. Borland has made out of that?

Mr. MUNROE. I have reason to believe that he is not more than coming out square, if he is not even losing money.

Mr. ROBSION. Do you know how many students he has in his school?

Mr. MUNROE. I could not say without looking up the figures. I haven't them in mind.

Mr. ROBSION. Do you know how many students he has?

Mr. MUNROE. I would have to look that up.

Mr. ROBSION. Do you know how many teachers he has?

Mr. MUNROE. Those figures I would have to look up; I haven't them in mind.

Mr. ROBSION. You don't know what his expenses are?

Mr. MUNROE. I would have to look that up.

Mr. ROBSION. Now, how could you say, Mr. Munroe, that he was just about coming out square?

Mr. MUNROE. From my experience with that kind of thing. I have been associated with educational institutions most of my life, and I know what that sort of thing costs, and consequently I believe the figure which he is paid is a reasonable figure.

Mr. ROBSION. If conditions obtain, as the witnesses claim do obtain in New York, who is responsible for it?

Mr. MUNROE. I don't acknowledge that those conditions do obtain.

Mr. ROBSION. I say if they do obtain.

Mr. MUNROE. That is a supposition that I can not agree to.

Mr. ROBSION. I am not asking you to agree to it. There are quite a number of men who have come here and testified about it, and some men I feel that are disinterested, and have given quite a good deal of damaging testimony about conditions in New York. I would like to know now if the conditions obtain as they say they obtain, who is responsible?

Mr. MUNROE. Naturally the district vocational officer would be responsible.

Mr. ROBSION. And you would feel it would not be the central office here at Washington?

Mr. MUNROE. No, sir; because the district offices have very great freedom in the management of their own offices.

Mr. ROBSION. And if the condition obtained in Philadelphia, as described by witnesses, who was responsible for that?

Mr. MUNROE. If they exist, which I do not acknowledge, of course, the district vocational officer would be responsible there.

Mr. ROBSION. And do you claim that he is all right, the Philadelphia man?

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Mr. MUNROE. I do not claim that anybody is perfect. I claim he is doing a very good job.

Mr. ROBSION. And you claim that for the 14 districts in the country?

Mr. MUNROE. Considering the very difficult conditions under which all the offices have to work I think they are doing a very good job.

Mr. ROBSION. What I mean is, you feel that it is reasonably good, as good as could be expected in the work?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. And you could not get other men to do it better, with any reasonable effort?

Mr. MUNROE. Not at the figures we are permitted to pay.

Mr. ROBSION. When did you reprimand Mr. Brigham for putting out this memorandum?

Mr. MUNROE. When I got the report that he claimed he was responsible for it.

Mr. ROBSION. What was the nature of your reprimand?

Mr. MUNROE. I don't remember the words I used. I reprimanded him as one does an employee.

Mr. ROBSION. Did you talk, as we say, pretty straight to him?

Mr. MUNROE. I did.

Mr. ROBSION. And tell him he should not do that again, and so on?

Mr. MUNROE. I did.

Mr. ROBSION. Or did you write to him?

Mr. MUNROE. No, sir; I talked to him.

Mr. TOWNER. The hearing will be adjourned until 10 o'clock to-morrow morning.

(Whereupon, at 2.50 o'clock p. m., the committee adjourned until 10 o'clock a. m., Saturday, May 1, 1920).

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Saturday, May 1, 1920.

The committee met at 10 o'clock a. m., Hon. Horace M. Towner presiding.

Mr. TOWNER. Mr. Munroe, you may take the stand again.

STATEMENT OF MR. JAMES P. MUNROE, VICE CHAIRMAN FEDERAL BOARD FOR VOCATIONAL EDUCATION—Resumed.

Mr. BURROUGHS Mr. Munroe, I want to call your attention to a letter which appears to have been written by a young man by the name of Troy, Joseph A. Troy, jr., who gives his address as 723 St. Louis Avenue, East St. Louis, Ill. The letter is written to Mr. Harold Littledale, and I call attention to it simply to inquire why it is that such letters as this seem to be so frequent. I presume I might find a number of them in my own files. He says:

Mr. LITTLEDALE.

DEAR SIR: I read recently an article written by you concerning the unspeakable manner in which the Federal Board for Vocational Training has been treating the disabled service men.

I was wounded in France, June, 1918, and spent eight months in the hospital recovering from an injured spine and a gunshot wound through my foot, which causes me to limp slightly. The Federal board sent me to school these last seven months, and although I have only one more year until I get my legal degree, they tell me if I want to go another year they will give me only section 3 training, if any at all. I do not live with my folks, so if I do not get this last year I will have to forfeit my degree. I feel that I am justly entitled to it and am ready to substantiate my claim to them, but I may as well talk to the wall.

The letter seems to indicate a feeling on the young man's part that he can not get justice. Now, if this were an isolated or an individual case, I would perhaps be inclined to feel that it was due to some idiosyncrasy or peculiarity of the young man himself, but where the letters come and keep coming from all sides, I just wonder if you have any explanation to make of it. I am wondering myself what explanation I can make to satisfy my own mind.

Mr. MUNROE. Of course, I could not answer in this particular case without looking up the circumstances, but I would presume from what he states there that it was a question of the interpretation of the law; that is, under the law as it reads he was not entitled to anything except section 3 training, but, of course, I would have to verify that by looking into the case.

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Mr. BURROUGHS. Yes. It seems from this young man's letter that he had actually had the training with compensation for some number of months—for seven months he says—but that for some reason that training had now been stopped.

Mr. MUNROE. Well, as I say, I will have to look into the case. I could not express an opinion on it without having an opportunity to look into the circumstances.

Mr. BURROUGHS. Is that a usual occurrence, to have a young man given the section 2 training, or training with compensation, and then have that changed over to section 3 training?

Mr. MUNROE. There are a great many cases where the boy under a strict interpretation of the law would be entitled to nothing but section 3 training. We have stretched the law so far as to give them at least one year, and in some cases two years under section 2, with the understanding, which in most cases the boys understand, he will be transferred to section 3 training; but some time ago the board voted that in practically all cases where the boy had had one year under section 2, it should be continued automatically for another year. I presume this would come under that general ruling.

Mr. BURROUGHS. This young man has not had quite a year.

Mr. MUNROE. Well, of course, by year we mean the college year.

Mr. BURROUGHS. He has had seven months of it, but now he has been told that he can not have any more of it.

Mr. MUNROE. As I say, I should have to get the facts in the case before I could express an opinion on it.

Mr. TOWNER. Mr. Munroe, it seems that this man had a considerable disability. He says he was wounded in France June, 1918, and spent eight months in the hospital, "recovering from an injured spine and a gunshot wound through my foot, which causes me to limp slightly." That would indicate at least the right to training with compensation, would it not?

Mr. MUNROE. Of course, the law reads that he is not entitled to training and compensation unless he is unable to "carry on" in his former or in some other occupation. Of course, we never hew close to the line on that. If we did, thousands of these boys would be shut out. We always lean to the side of giving the boy all that is possible without too great disobedience to the law.

Mr. TOWNER. I think you should be able to answer promptly upon that proposition. This man spent eight months in the hospital with spinal trouble and besides that a wound that causes him still to limp; is there any question about his being entitled to compensation?

Mr. MUNROE. That is his own statement, of course. We have not the medical certification——

Mr. TOWNER. Why do you hesitate about answering that?

Mr. MUNROE. Because, sir, I do not know the circumstances.

Mr. TOWNER. But can you not know the circumstances from the statements that this man makes?

Mr. MUNROE. No, sir.

Mr. TOWNER. If they are true?

Mr. MUNROE. Yes, sir; but I want the medical verification.

Mr. TOWNER. Let me say, frankly, that if that is the attitude of the department with regard to cases of that kind, it accounts for all

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of these complaints and even more complaints than are coming; that is, if that is the attitude of the very head of the board with regard to these matters. I must confess that I am very much surprised.

Mr. MUNROE. Well, as I have said, sir, we always give the boy the benefit of the doubt, even when he does not strictly come within the terms of the law.

Mr. TOWNER. But you say you do not know from the statement that this man makes whether or not he is entitled to the training?

Mr. MUNROE. No, sir; because we can not take the boy's unsupported statement as to his condition.

Mr. TOWNER. But I am assuming it is true.

Mr. MUNROE. Well, if it is true, then, of course, we would give him the two or three years, whatever it is.

Mr. TOWNER. That is what I asked you, and yet you hesitated about answering.

Mr. MUNROE. I misunderstood you then, sir. Of course, if the statement is true, then there is no question about his getting it.

Mr. TOWNER. Have you any doubt about the statement being true?

Mr. MUNROE. I could not say——

Mr. TOWNER. Here this man has been in training for seven months without compensation; is not that a determination of the fact that he is entitled to the training with compensation?

Mr. MUNROE. As I say, it may have been one of those cases where he strictly was not entitled to any training except under section 3, and we gave him the benefit of the doubt by giving him one year under section 2, but I really ought not to express an opinion on the case, because I do not know the details of it.

Mr. TOWNER. I am not asking about the case in particular; I am asking about the facts assuming they are true.

Mr. MUNROE. Well, as I have stated——

Mr. TOWNER. You have already stated several times that you did act upon the assumption that these statements made by the boys were true.

Mr. MUNROE. Provided, of course, there is medical verification. The law requires that.

Mr. TOWNER. Now, I think we may assume that the young man having been seven months in training was entitled to this training with compensation, he having had the training with compensation during that time. Now, what justification would there be, that being true—and assuming it was justifiably so—what justification would there be of depriving him of the year that would be necessary for him to complete his course?

Mr. MUNROE. Assuming that the statement which he makes is actually so——

Mr. TOWNER. You need not repeat that over and over again, Mr. Munroe. I am assuming that it is true, and I tell you I want you to assume it is true before you answer.

Mr. MUNROE. Do I understand, then, that the Congress wishes us to disobey the law by not getting medical verification, which the law requires?

Mr. TOWNER. I am not asking you anything about that. I am asking you what you do. What is the practice of the board? We will draw our own conclusions from that proposition.

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Mr. MUNROE. The practice of the board, as I have said, sir, is always to give the boy the benefit of the doubt, and give him the very most that he possibly could have under the most liberal interpretation of the law. That has been our attitude always.

Mr. TOWNER. Why do you not answer the question? The question is whether there is any reason or justification for stopping the young man's training after he has had seven months of it.

Mr. MUNROE. I stated that there had been a general ruling of the board that where a boy had one year's training it should be continued automatically for a second year.

Mr. TOWNER. I wish you would report fully about this case and, if necessary, use the telegraph and present the records of the matter to the committee before the hearing is closed.

Mr. MUNROE. I will be very glad to, sir.

Mr. ROBSION. We asked you something, Mr. Munroe, yesterday, about Mr. Carl Brigham, and, as I understand, you reprimanded him some time in March. Did you promote Mr. Brigham after you reprimanded him?

Mr. MONROE. No, sir.

Mr. ROBSION. Has he not been promoted?

Mr. MUNROE. No, sir; his duties have been changed somewhat. Mr. Matthews resigned to take a position paying him two or three times as much money as he was getting from us, and so we put Mr. Brigham in charge of the work Mr. Matthews had been in charge of.

Mr. ROBSION. Does he get an increase of salary in that position?

Mr. MUNROE. No, sir.

Mr. ROBSION. It is a position of more responsibility than he had, is it not?

Mr. MUNROE. No, sir; I think not. It is just a different responsibility, but no greater responsibility.

Mr. ROBSION. What is the difference in salary in the two positions.

Mr. MUNROE. As I say, there was no increase in salary so far as I know.

Mr. ROBSION. I understand; but what salary did Mr. Brigham get? What was Mr. Brigham's salary?

Mr. MUNROE. $3,600.

Mr. ROBSION. What was Mr. Matthew's salary?

Mr. MUNROE. $4,000.

Mr. ROBSION. Well, it is reasonable to assume, is it not, that the $4,000 position is a position of more responsibility than the $3,600 position?

Mr. MUNROE. No, sir; I think not in this case. I think Mr. Brigham has had fully as much responsibility in the work he has been doing as in this new position. The new position is one more of routine work than the other work he was doing.

Mr. ROBSION. In reading this report that you filed yesterday from Mr. Lamkin, I observe that this so-called instruction or hard-boiled order, as it has been some times designated, was sent out in October, and sent to the Oklahoma district officer to Mr. Becker, did you know about that?

Mr. MUNROE. I read Mr. Lamkin's report.

Mr. ROBSION. That was sent from the central office here in Washington?

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Mr. MUNROE. If Mr. Lamkin so reported.

Mr. ROBSION. And as it was sent out to the Oklahoma office it was in its original form and no part of it had been deleted, had it?

Mr. MUNROE. I do not know, sir. I have not Mr. Lamkin's report at hand.

Mr. ROBSION. You filed excerpts or extracts from quite a number of letters you had received that spoke in words of commendation of the board, and I am glad you did that; but is it not true that the only letters that you filed or excerpts from letters that you filed were from ex-service men whose cases had been passed upon favorably and were under section 2 training and were receiving the training?

Mr. MUNROE. As I remember it, the letters were from men who were in training.

Mr. ROBSION. Now, could you not file many times more letters from fellows whose cases had not been passed upon?

Mr. MUNROE. No, sir. If it came to a question of mere numbers, the number of men who would approve and be grateful for what we had done for them would be far in excess, many times in excess, of those finding fault.

Mr. ROBSION. If I understood the testimony of the witnesses from New York, there were more letters of condemnation there than you have mentioned in your testimony at that one office. Do they make any report to your office about these letters they are receiving?

Mr. MUNROE. Not to me personally; no.

Mr. ROBSION. Did you know a Mr. Harvey, of New York?

Mr. MUNROE. A Mr. Harvey?

Mr. ROBSION. Yes.

Mr. MUNROE. Connected with our organization?

Mr. ROBSION. Yes.

Mr. MUNROE. I do not remember any such name; no, sir.

Mr. ROBSION. I think he is employed or retained in some way to get up exhibits.

Mr. MUNROE. Oh, there was a Mr. Harvey who was employed, I believe, by the order of Elks.

Mr. ROBSION. Did you have any consultations with him?

Mr. MUNROE. I met him once; yes, sir.

Mr. ROBSION. Did you know anything about Mr. Harvey?

Mr. MUNROE. Nothing except the fact that I met him at that time. I met him twice, excuse me; the first time was to confer with him about the nature of some moving-picture exhibits that he was to get up for the Elks, to be shown at the moving-picture houses, as one of our various means of bringing information to the disabled boys about what the Government was anxious to do for them.

Mr. ROBSION. Did you know that Mr. Harvey's picture was in the rogue's gallery in New York?

Mr. MUNROE. No, sir.

Mr. ROBSION. Did you ever hear about that?

Mr. MUNROE. No, sir; he had nothing to do with us in any way. The only reason that I ever saw him at all was because he was employed by the Elks, and the Elks, as you know, were cooperating with us in the matter of funds.

Mr. ROBSION. How much money did he get out of the proposition?

Mr. MUNROE. I do not know, sir; I have no relations with that. I am not an Elk, and I know nothing about the Elks' affairs.

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Mr. ROBSION. What fund was he paid out of?

Mr. MUNROE. I do not know, sir; I know nothing about the Elks' business.

Mr. ROBSION. What was the nature of the work that Mr. Harvey was to do?

Mr. MUNROE. I understood from this conversation that I had with him that the Elks had commissioned him to get up a moving picture to be shown, covering the disabled-soldier problem.

Mr. ROBSION. To help promote the work of the Vocational Board?

Mr. MUNROE. One of the numerous means we used to advertise the Government's work.

Mr. ROBSION. Would you think that a fellow whose picture was in the rogue's gallery in New York would be a proper person for work like that?

Mr. MUNROE. I am not in the least responsible for what the Elks do.

Mr. ROBSION. I am not asking you about your responsibility, but I am asking you if you think that would be a proper person for work like that?

Mr. MUNROE. I should think not; no, sir.

Mr. ROBSION. Recurring again to the matter of naming your clerk as vice chairman, do you remember about two months ago, when you were attending an association or going away somewhere, you wrote a letter designating your clerk?

Mr. MUNROE. I am sorry that I had forgotten about the circumstances of that yesterday. I looked them up when I went back to the office, and I find they were as follows: In February, I think it was, there was a conference called of all the State directors of vocational education and other persons who were cooperating with us in the States at Chicago, in connection with a meeting of the National Society for Vocational Education, and as it is the one opportunity in the year when we can get all these men, practically from all the States, together, it seemed important that the three members of the standing committee should all be there to confer with these men. There arose, of course, immediately the question as to how the signing of leases and vouchers and contracts and all that sort of thing could be carried along. So, on what we thought was good advice, we passed a vote in the standing committee designating my secretary as assistant to the vice chairman, with the understanding that under that designation she could sign these documents. The order was transmitted, as usual, to the heads of the various divisions, and the head of the disbursing department stated he could not pay vouchers, under the law, signed in that way. Consequently I gave up going to Chicago, much to my regret and with considerable loss to myself, because these conferences with the State officials are important, in order that there should not be a single day's delay in the paying of our bills or the signing of leases or anything of that sort. I endured a good deal of sacrifice for the sake of continuing the work. This young lady never signed a single document.

Mr. ROBSION. Were the three members of the Cabinet who are members of your board present when that order was made?

Mr. MUNROE. No, sir; this was a standing committee order.

Mr. ROBSION. What is the name of this young lady?

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Mr. MUNROE. Miss Myers.
Mr. ROBSION. Her first name?
Mr. MUNROE. Helen K.
Mr. ROBSION. Is she still in the service?
Mr. MUNROE. Yes, sir.
Mr. ROBSION. Referring again to this man Harvey, I understand that he had a lot of the stationery and other effects of the Vocational Board with which he carried on his correspondence; do you know how he got that?
Mr. MUNROE. That was the occasion of my second interview with him. I learned of this, and I immediately sent for him and told him that he was immediately to cease using the name of the Federal Board for Vocational Education in any way, because he had no official or any other connection with us. That was the reason of my meeting him the second time.
Mr. ROBSION. To what extent had he used it, if at all?
Mr. MUNROE. I do not know, sir. It was simply brought to my attention that he had stationery with our name on it, and I told him that he must cease that at once.
Mr. ROBSION. Did you not also have information that he was using it?
Mr. MUNROE. I should not have summoned him here unless I had heard he had used it.
Mr. ROBSION. And that he was also claiming to represent the board as a representative of the board?
Mr. MUNROE. Naturally, by using the stationery, he was misrepresenting the situation.
Mr. ROBSION. Well, what had Harvey been doing? What activity had he been carrying on in the use of the stationery of the board, and in a way representing the board, that caused you to take action?
Mr. MUNROE. As I have already said, I understand that he was getting up this motion picture for the Elks, and it was in connection with that that he used stationery which he had no business to use, soliciting cooperation in the making of this film.
Mr. ROBSION. Did you not also understand that he was representing that to business people and to men and women of means in an effort to collect money?
Mr. MUNROE. That was a matter for the Elks, not for us. We were not soliciting money.
Mr. ROBSION. He was using the Federal board's stationery, and so on, in writing these people in an effort to collect funds?
Mr. MUNROE. Yes, sir.
Mr. ROBSION. Did you not understand that?
Mr. MUNROE. The moment I heard of it I summoned him here and told him to stop it.
Mr. ROBSION. But did you learn he was doing that?
Mr. MUNROE. I should not have summoned him otherwise; yes, sir.
Mr. ROBSION. And how long did he continue to represent the board—I mean not to represent the board, but to be connected with this board activity, after you learned that?
Mr. MUNROE. It was not a board activity; it was an Elks' activity. I had no knowledge whatever of his relation to the Elks. You would have to ask somebody connected with the Elks about that.

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Mr. ROBSION. Well, it was your work?

Mr. MUNROE. No, sir; it was entirely an Elks proposition. It was one of the ways in which they proposed to cooperate with us by getting up this moving picture, but we were not in any way responsible for it. It was entirely an Elks proposition.

Mr. ROBSION. But it was to help promote the work of the Vocational Board, was it not?

Mr. MUNROE. Yes, sir.

Mr. ROBSION. My question was, How long did he continue in that work after you had learned of this matter and went to see him the second time?

Mr. MUNROE. I did not go to see him. I summoned him here to Washington. I have no idea, sir, because it was an Elks enterprise and not ours.

Mr. ROBSION. When you learned he was using the board's stationery and undertaking to collect money, did you not also get information as to the character of the man and the reputation of Mr. Harvey?

Mr. MUNROE. No, sir; I simply forbade him to do that thing which he had no authority to do. I was not concerned in his personal character or anything else. I simply was concerned in his using the Federal board's name without authority, and I forbade it.

Mr. ROBSION. But in his efforts to collect money, did he not claim that it was to help the Vocational Board and to rehabilitate the disabled soldiers and things like that?

Mr. MUNROE. I have no idea what he claimed at all.

Mr. ROBSION. You made no inquiry as to his standing?

Mr. MUNROE. It was none of my affair. He was not an employee of the board, and I had no business to inquire into his personal affairs.

Mr. ROBSION. It has been suggested that I ask you if your board, headed by Dr. Prosser or some member of the board, took this man Harvey and introduced him to the Elks and established the connection.

Mr. MUNROE. I certainly did not. I never heard of the man until he came down to ask advice about getting pictures or photographs for this motion picture.

Mr. ROBSION. On his office, did not Harvey display the board's name in New York?

Mr. MUNROE. I do not know, sir.

Mr. ROBSION. Did not you and Dr. Prosser have your pictures taken in his office?

Mr. MUNROE. No, sir.

Mr. ROBSION. Or in New York in connection with the work?

Mr. MUNROE. No, sir; I never had my picture taken in New York.

Mr. ROBSION. And if the Vocational Board's name was on this man Harvey's office in New York, you did not observe it.

Mr. MUNROE. I never was in his office. I do not know where it was.

Mr. DONOVAN. Dr. Munroe, I want to ask you one question: When the debate was up on the floor of the House on the Darrow bill—this is a little personal, and if you do not care to answer it you do not need to—it was stated by one of the Members of the House in

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that debate, and you will recall that the Darrow bill was a bill increasing the compensation of the married men and single men, it was stated that this board was a Democratic board, meaning the Vocational Education Board, particularly the men in the administration. Have you any objection to telling whether you are either a Democrat or a Republican or a Prohibitionist?

Mr. MUNROE. None whatever, sir. I suppose I should be designated as an Independent Republican; that is, I have generally voted, practically, I think, always the Republican ticket in Massachusetts, except when Billy Russell was up for governor. I did vote, when I first voted, for Mr. Cleveland, as many Republicans did, and I may have voted once or twice for Democratic candidates since.

Mr. DONOVAN. But in general——

Mr. MUNROE (interposing). In general, I vote the Republican ticket.

Mr. ROBSION. Mr. Munroe, you voted for Mr. Wilson, did you not?

Mr. MUNROE. The first time; yes, sir.

Mr. DONOVAN. Did you the last time?

Mr. MUNROE. No, sir.

Mr. BURROUGHS. Mr. Munroe, since I put in the former letter from Mr. Joseph A. Troy, jr., I find still another one which Mr. Littledale has called to my attention, which had been written to him by Mr. Troy under date of April 28, 1920, and I would like this letter also to go into the record, if you please. The letter reads as follows:

EAST ST. LOUIS, ILL., *April 28, 1920.*

Mr. HAROLD A. LITTLEDALE,
New York Evening Sun, New York City, N. Y.

DEAR MR. LITTLEDALE: Received your letter of the 26th. I highly appreciate your kind offer to bring my case to the attention of the investigation going on in Washington.

The following is the gist of my case:

Enlisted July 28, 1917, and at the time was earning my way through law school and had completed one year.

Wounded by enemy fire June 24, 1917.

Injuries sustained: Wounded through left foot and a fracture of the cervical spine.

Sent back to United States September 23, 1917.

Present disability: Slight limp and weakness of left foot and recurring stiffness and pain in neck, accompanied at times by pains in arms and headaches. Doctors tell me this injury will return in after years.

X-ray examinations since leaving the service have failed to disclose this neck injury, although the Army records show it. The latest picture showed an anatomical irregularity, but the doctor gave his personal opining, saying he believed this was normal in my case.

In my chart my disability has been figured with respect to my foot with an utter disregard to the spinal injury. Case board at San Francisco thought me worthy of section 2 training, and my chart is full of telegrams urging approval, but the swivel-chair experts in Washington seem to be able to overrule the opinions of men who examined me in person.

Washington gave Mr. Baird, of the traveling case board, the authority to put me in section 2 training if he saw fit, and on his approval and the permission of the district vocational officer I came to St. Louis University. Some months later they informed me I was being trained by mistake. They tell me I have no need of further education, although I need only one more year to complete my course. The district vocational officer at St. Louis flatly refuses to give me in writing why they will not give me this one year. My record at the university will prove my earnestness.

With a multitude of thanks, I am,

JOSEPH A. TROY, Jr.,
1723 St. Louis Avenue.

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Mr. Munroe, in the course of your testimony yesterday you spoke of certain changes, or a shake-up, as you referred to it, as being necessary, in your opinion, to bring about a better morale in the New York office, and referred, if I remember correctly, to one or two individuals whom you thought should be transferred from New York to some other office.

Mr. MUNROE. It was just a personal opinion; yes, sir.

Mr. BURROUGHS. That was your personal opinion. You did refer, however, to Mr. Noyes, who had testified here at considerable length, as being a man, as I recall your testimony, who had the right point of view, the right temperament, and a man who was, in your opinion, a right-minded man.

Mr. MUNROE. Cooperative spirit, I think, was the term I used.

Mr. BURROUGHS. I understand from what you said, that while you might not accept all Mr. Noyes's conclusions in the course of the testimony he gave here, you would feel that any statement of fact he made could be relied upon.

Mr. MUNROE. I think you must have misunderstood me, sir. I simply stated that I thought he had the right cooperative spirit. I expressed no opinion as to his judgment of facts.

Mr. BURROUGHS. Well, would you or would you not consider him trustworthy?

Mr. MUNROE. I think he means to be.

Mr. BURROUGHS. You testified, I think, that when Mr. Noyes said that in his opinion the New York office seemed to be suffering from a "kind of paralysis" between the 1st of November and the middle of January, that you thought he was mistaken in that conclusion.

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. He goes on, however, in the course of the testimony which he gave, to state the reasons why he thought the New York office had fallen into that state of paralysis, and I will just quote a few lines of his testimony:

The supervisor of training and the district vocational officer were unable to agree upon a method, upon a procedure by which these orders could be carried out. We had the authority put in our hands to put men in training under certain restrictions, and it was after hammering and hammering that finally the procedure was gotten through by which that could be done. Meanwhile, as you can see by the statistics of it and the falling off during those two months of the men that were put into training, the training officers spent a large part of their time writing and rewriting and rewriting their recommendations, simply in order to get them into the form that was required by the district vocational officer, and they were no sooner done than next day or the next week around would come a new order not to proceed from that day forward doing this new method, but to go back to the past dates and rewrite them over and over again. It got to be a perfect joke in the office.

He was talking then about a period when Mr. Farwell was at the head of the office, the period from the 1st of November, as he says, to the 1st of the following January. What would you say as to the correctness of that statement?

Mr. MUNROE. As far as I was observing the office during that time I think he has, to say the least, exaggerated.

Mr. BURROUGHS. Again, he says:

Now, as a matter of fact, what happens? You go into the field, and in the first place you have to apologize to the treasurer of the school because he hasn't got any money.

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He is talking now about present conditions, not past conditions.

Mr. MUNROE. Yes.

Mr. BURROUGHS (reading):

One of the men in the follow-up section told me two weeks ago that he just had taken a trip through New York State. He visited nine professional schools in that State and not one of those schools had been paid for the tuition of any man in those schools.

Mr. MUNROE. I have forgotten whether or not I testified that at this time all tuition bills up to 30 days ago are paid, so far as I am aware.

Mr. BURROUGHS. That was two weeks ago and his testimony was given on April 13.

Mr. MUNROE. So far as the vouchers have come into the office they are practically current, within the 30 days, of course.

Mr. BURROUGHS. Later he said:

I know the bills were held up in the central office sometimes for many weeks before they were paid. I don't know why.

Judge Towner asked him:

After they had been passed?

And his answer was:

After they had passed the local office and had been sent on. They were not paid.

Now, again, I quote from his testimony:

Now, if you will let me give an illustration. For example, we can not send a man to Alfred University, an institution as well known as that, without having the case passed upon by the central office, but we can send a man around the corner to a cobbler shop to learn cobbling without saying anything to them about it. They make that difference in the institutional course. We can't put a man in an institutional course without the central office passing upon it.

Mr. MUNROE. He is quite mistaken about that.

Mr. BURROUGHS. Then Mr. Donovan asked him this question:

I thought I understood you to say that there was a recent ruling which permitted the district office to place a man in an institutional course that did not take over two years and that did not cost more than $500.

And Mr. Noyes answered:

Provided that institution has been approved by the central office.

Mr. MUNROE. Of course, we have to make sure that these boys are sent to reputable institutions. Unfortunately there are a good many in this country that are not reputable.

Mr. BURROUGHS. Take the institution he speaks of, Alfred University, which I understand is one of the most reputable in that section of the country; he says that even in that case the matter has to be submitted to Washington.

Mr. MUNROE. I think he he is mistaken, sir.

Mr. BURROUGHS. Then, speaking about the authority which the men have in the district vocational offices, I asked Mr. Noyes this question:

The point I am trying to make is, is it possible, do you think, to get many men now of the type that you think are suitable for this work; men who would not be influenced primarily by the pecuniary or monetary consideration involved?

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He answered:

If they can be given more authority, so that they will feel that they are doing the job and putting the thing over. The man doesn't live by bread alone, and men don't work for wages alone. I have seen it over and over again in our office.

Mr. BURROUGHS. So you think if the men could feel that they had some responsibility in the matter and could go about and work out something on their own initiative, a good many men might be obtained who would be willing to do it aside from the money consideration involved?

Mr. NOYES. If they can be given authority, just exactly as if the central office gives authority to the local office; if the head of the office or the heads of the sections give authority to the men under them, they will respond immediately.

What would you say in regard to that?

Mr. MUNROE. It is a matter of opinion, and, of course, a matter of local administration which Mr. Lamkin is more competent to pass on than I am; but I do not see how, without absolutely cutting these district offices adrift and letting them do just as they please, we could give them any more authority than we have given them now. I venture to say that we are the most decentralized organization in the Government at this time.

Mr. BURROUGHS. Do you know of certain rules of administration that were issued some time in August last, I think, that have been referred to here in this testimony?

Mr. MUNROE. I could not identify them simply from the dates. If you could give me some other identification——

Mr. BURROUGHS. I asked Mr. Noyes this question?

Do you know, Mr. Noyes, of the issuance of certain rulings by the central board here some time in August, I think, this last year, certain orders or administrative rulings?

Mr. NOYES. To conform to the—yes; I know about them.

Mr. BURROUGHS. You saw those rulings when they were issued?

Mr. NOYES. Yes.

Mr. BURROUGHS. How did they impress you?

Mr. NOYES. As giving the impression to the employees of the board that they must be more restrictive in the allowances of recommendations of men to be put in training.

Mr. BURROUGHS. They seemed to be rules of exclusion?

Mr. NOYES. Yes.

Mr. BURROUGHS. And not to have been put out in the spirit that seemed to you to be the spirit in which this law was enacted by Congress? Is that right?

Mr. NOYES. That is my impression.

Mr. MUNROE. I could not possibly identify them from that description, because I know we have never sent out any rules or regulations that could be interpreted in that way. They have always been the opposite—to give the widest possible latitude and to stretch the law to the utmost limit so that the boys may get what we desire them to have.

Mr. BURROUGHS. Would you recognize them under the name of Miscellaneous 150?

Mr. MUNROE. Yes, sir; those are our general instructions; but I should interpret them in exactly the opposite way from which Mr. Noyes has interpreted them.

Mr. BURROUGHS. Are they available so they could be produced here?

Mr. MUNROE. Oh, yes.

Mr. BURROUGHS. You would not call them rules of exclusion?

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Mr. MUNROE. Far from it. I should call them rules of the utmost inclusion.

Mr. BURROUGHS. And they were not so intended by the board?

Mr. MUNROE. No, sir.

Mr. BURROUGHS. Did you know they had been so interpreted by your officers in the field?

Mr. MUNROE. It is the first I have ever heard of it. This is the first criticism of that sort I have ever heard.

Mr. BURROUGHS. Let me ask you just one other question. Did you know of any rule or order issued by Mr. Lamkin to the effect that a man once given section 2 traning should be entitled to it and not be changed over to section 3 training?

Mr. MUNROE. I think that is what I have already referred to as a ruling made by the board some time ago, that where a man had been in training one year it should be continued automatically for a second year—that is, section 2 training.

Mr. BURROUGHS. And that is the policy of the board?

Mr. MUNROE. Yes, sir.

Mr. BURROUGHS. That is all.

TESTIMONY OF MR. WILLIAM M. GODWIN.

(The witness was duly sworn by the acting chairman.)

Mr. TOWNER. Please give your full name to the reporter.

Mr. GODWIN. William M. Godwin.

Mr. TOWNER. And your residence and post office?

Mr. GODWIN. My home is Clinton, Mo.

Mr. TOWNER. That is your post-office address generally, Clinton, Mo.?

Mr. GODWIN. Yes, sir.

Mr. TOWNER. What is your business now?

Mr. GODWIN. I am vocational adviser for the Federal board at the branch office of district No. 9, Kansas City, Mo.

Mr. TOWNER. You are making your home now, I suppose, in Kansas City, Mo.?

Mr. GODWIN. Well, that is my Federal station. My home is at Clinton.

Mr. TOWNER. What is the address of the board there?

Mr. GODWIN. 311 Massachusetts Building.

Mr. TOWNER. How long have you been with the board?

Mr. GODWIN. Since the 2d of February, 1919.

Mr. TOWNER. Did you desire to make a general statement regarding the work of the board there?

Mr. GODWIN. Yes, sir. My mission here, as I understand it, is to tell something of the way the work was conducted in the hospitals, having been in the hospitals of the ninth district until they were finally evacuated on the 15th of October last.

Mr. TOWNER. You may proceed in your own way.

Mr. GODWIN. I was called to St. Louis the latter part of January. I met a man who was very much at cross purposes with the Government and everything in general, having received a bad wound in his left arm, and after about a day's wrestling, before I had been initiated into the service of the Government, we got him into training at the David Rankin School in St. Louis, to make a stationary

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engineer of him. His attitude was entirely changed toward the Government within 24 hours. He seemed to be quite a happy man when I last saw him. I went up to Camp Funston. It was stated that there were about 35,000 men in Funston and they were being discharged in shoals. There were three of us working there, and in an effort to keep up to the rush, take care of the disabled men, we sometimes surveyed as many as 75 in a day, 25 to the man, which was entirely too many, but the press and the men and the people and Congress all seemed to be in a hurry to get the men home. One of my duties was to go to what we called the recreation hall every morning and to meet the casuals who had come in the day before to be discharged as soon as possible, and to tell them of the privileges and advantages that might accrue to the disabled men under the law governing the Federal board. I met bodies of men like that, from 50 to 500, every morning for weeks, telling them about the advantages and opportunities. I was allowed not to exceed 15 minutes, but after getting through with my talk the men would gather around me and ply me with personal questions, and sometimes take as much as two hours of my time talking to groups of men, so that we disseminated the knowledge as fast as we could to the men. After being there a few weeks I was detailed to go to Fort Riley a part of the time. At first we were not permitted to go into the wards where the crippled men were, but in just a few days that was changed and we were given free access to the men at Fort Riley that were crippled and being operated upon. In connection with the vocational service that was established there under Maj. Berry, we had free access from that time on to the men in the wards, and Col. Peed, who was in command at Fort Riley, volunteered to suggest to me, after a few days there, that if there was anything in that fort that I wanted that I might have it for the asking. I asked liberally and was never turned down very often. I met the men en masse and continued that by going to the places of recreation at the Y. M. C. A., the Red Cross, and the Knights of Columbus, and between the acts in the picture shows, and would tell them what the Federal board had for the men. I had not been there very long when talking to them one night I said, "Gentlemen, this is your chance, not mine. You are at liberty to approach me at any time, anywhere, on any part of the grounds, and I will tell you all that I know about it in about a minute, any time of the day or night; do not hesitate to call on the representative of the Federal board. My name is Godwin and if you can not think of that, just say 'Hey, there,' you need not delay. If you want to call on me, do it." It was not an unusual thing for half a dozen boys to call me "Dad." I would stop and talk to them.

The night I made that proposition was a very disagreeable night, and I was half a mile from the office, and an ex-service negro came up and said, "Sir, may I talk to you?" I said, "Cut that out. I want to be as good as my promise, even if it is a bad night." From that time on I was at the service of the men, and some of the most pleasant recollections are in connection with the men that I met at Fort Riley, giving them what advice that I could. I got on good terms with them and gave them instructions. There were a few obstreperous fellows, of course, but I managed to keep my

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temper most of the time and to direct them as I thought they should be directed.

Mr. TOWNER. Your experience with the medical officers in charge of the hospitals then was that as soon as they understood what you wanted they cooperated?

Mr. GODWIN. They were in hearty sympathy; yes, sir.

Mr. TOWNER. In sympathy with the work?

Mr. GODWIN. Yes, sir. I met Dr. Zachritz, one of the members of the discharge board just a few days ago and was recounting matters that occurred there. They got to be a little bit strict upon the percentage. That was under the days of percentage. They were not giving the boys what I thought was a high enough percentage. I went into the office and had a talk with Dr. Zachritz out there and it had the effect of giving the men, I thought, more liberal disabilities, giving them a better chance.

Mr. TOWNER. The men whom you came into contact with, as a usual rule, who had determinable disabilities, were anxious to talk to you about the training, were they?

Mr. GODWIN. Yes, sir; after I talked to them. At first there was an aloofness about it.

Mr. TOWNER. In other words, it was necessary for you to sympathize with them in order to win their confidence?

Mr. GODWIN. Yes, sir.

Mr. TOWNER. And those men who were working with you in the same class, were they as able to win the confidence of the boys as you were?

Mr. GODWIN. I think so.

Mr. TOWNER. You had a chance to observe them, are the men usually engaged in this work able to win the confidence of the boys?

Mr. GODWIN. That has been my experience, every one of them. Mr. Beck, who now represents the central office in St. Louis; Mr. B. G. Baird, at Wichita; Mr. Robertson, at Dallas, Tex., and Mr. Murray are men that the boys would slap on the shoulder, after they got acquainted with them, and put their arms around them and talk to them as confidentially as they would to their own fathers and brothers.

Mr. TOWNER. It has been suggested that the surgeons were reluctant to let go of the boys in the hospitals, to discharge them even for training. What has been your experience with regard to that?

Mr. GODWIN. My experience is that the men themselves thought the surgeons were reluctant, but it was a matter of surgical and medical judgment, and I have no right to pass upon it.

Mr. TOWNER So far as your observation went you think the surgeons dealt fairly, and in accordance with their best judgment?

Mr. GODWIN. I certainly do.

Mr. TOWNER. With regard to the discharge of the boys?

Mr. GODWIN. Yes, sir.

Mr. TOWNER. I suppose naturally that a boy in the hospital is anxious to get out?

Mr. GODWIN. Yes, sir; they are.

Mr. TOWNER. And would complain bitterly because he was not allowed to get out?

Mr. GODWIN. Yes, sir.

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Mr. TOWNER. And perhaps think that the doctors were keeping him there when he should not be there?

Mr. GODWIN. It was the general talk among the men, Mr. Chairman, that they were being held there in order that the officers might hold their jobs with the Government, when, as a matter of fact, nearly every one was more anxious to go home than the men were.

Mr. TOWNER. I see. You think that charge was a natural one, psychological, and, as a matter of fact, was not well founded?

Mr. GODWIN. Yes, sir.

Mr. TOWNER. You may proceed with your statement.

Mr. GODWIN. I found the same condition largely existing among the nurses and the aides that existed among the surgeons and the doctors. They were earnest, faithful, and conscientious, and I should like to say here that anything that is being done for the men in uniform ought to be done for the nurses; I think they are a magnificent body of women.

There are some few faultfinders at Fort Riley. One, Pat Short, had a little rheumatism in one knee and he complained bitterly about everything. Another one, John L. Allen, had his neck broken and his head carried in a plaster paris cast, was the brightest sunshiniest, happiest man you ever wanted to see. I could not but contrast those two men. Having left Pat, with a little rheumatism in one knee, less than 50 yards up the road, I met Allen, and I said, "How are you coming?" He said, "All right; everything is fine, Mr. Godwin, my country and my God are on my side." Just the difference between the two men. His head was held just so [indicating] in a plaster paris cast.

The work in connection with the educational service at Fort Riley was satisfactory. The men were directed to read up on the subjects that they might possibly think they would be interested in, while in their wards and being treated. Books were carried to them by the aides and instructions were given to them in agriculture and engineering, law, and all of those courses. I found one Lieut. Fry, a splendid fellow, who was convalescing, a college man, who had been 18 years in business, a thorough railroad engineer. Some of the boys studying steam engineering were not altogether satisfied with the work they were getting from the educational service there, and I asked permission of Maj. Berry, which he granted, to let Lieut. Fry aid, and he soon had a class of boys whose noses were in the books all the time. He had gotten them interested very greatly. I am sorry to have lost trace of Lieut. Fry, because I think he needs the assistance of the Federal board or the Government at any rate.

The men at Fort Riley were certainly treated well, and in the main appreciated the treatment, except for the fact that they wanted to go home. Everything that was said in Washington and elsewhere about hurrying the boys home they read apparently with avidity, forgetting the fact that professional judgment in the matter of a man's health ought to supersede anything that might be said a thousand miles away.

For instance, in the St. Louis office just the other day a man came in who had tuberculosis. He had been six or seven months in a sanitarium. He thought he was cured and insisted upon returning home, and since he had been home he had had a violent hemorrhage.

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I said to him, "The thing for you to do is to hurry back to the sanitarium." He admitted that his treatment had been very beneficial to him, but he said, "No; I am going to fight it out a while." "Take the advice of the doctor and go back," I said. That is the feeling of the men. They want to have their own way in many cases; they should have it most of the time. I stayed at Fort Riley until two or three days of the evacuation of the hospital.

I will give you an instance, with your permission, of Walter Minor, who is the man who has to be wheeled about in a chair. One Sunday evening I said, "Walter, let us go to the picture show?" It was not half a mile over to the Red Cross, where they were going to have the picture show. He said, "They will not let me go." I got permission of the nurse and wheeled him over to the picture show, and we had a good time. That is just a sample of the way the men were treated at Fort Riley.

I was sent to Liberal, Kans., to look after some men. One man came in to see me and he apologized for its being about 8 o'clock in the evening. I said, "That is all right, come in any time of the day or night." Then, a man came in at 11 o'clock. I was leaving at 3 o'clock in the morning. I had already retired, but I had him come in, and after he finished he thanked me very greatly for permitting him to disturb my rest. So far as I could find out that is the attitude of the men with whom I have come in contact.

I was then detailed to Fort Des Moines, under Col Jeuneman, who is in command; and, like Col. Peed, he said, "If there is anything you want, ask for it." I talked to the men at the Y. M. C. A. and the Knights of Columbus shows, and I talked with the nurses; I went into the wards and met the men and talked with them on the parade ground, when I was not otherwise busy, and discussed with them their futures and found some men who were badly mangled, one or two who showed a very ugly disposition toward the Government. I talked with them frequently and finally they admitted that they had had a wrong vision and said that they would change their attitude.

It must be borne in mind that a large majority of the men with whom we come in contact have been men of the lower educational qualifications and, unfortunately, it seems that as many as 75 per cent have had less than a fifth-grade education and a great many of them had no education whatever until they got into the Army and had been taught to write their names and possibly read a little. That class of man has been a very difficult class with which to deal. They are suspicious; they have the natural element of rebellion in them, and rebelled against the Army discipline which they had to undergo, and in a great many cases they feel that somebody is trying to put something over on them all the time. It has been a difficult thing to meet the man who feel that way—not all of them feel that way, but a good percentage; it is a difficult thing to meet men with that feeling and overcome it and turn it around into one of admiration.

For instance, just a few days ago a gentleman came into the office at Kansas City. He was very ugly at first. He said, "I have been discharged seven months and I have had nothing done." I said, "Wait a minute and let me get your file. How many letters have

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you had from the board from St. Louis and Kansas City offices?" He said, "Oh, I do not know how many." I said, "How many have you replied to?" He said, "I did not reply; it was not worth while." Then I lectured him a little on the ordinary courtesy if he should receive a letter. I said, "You have been discharged seven months, and you have had seven or eight letters written to you by the Kansas City and St. Louis offices, and you live within 20 miles of Kansas City and yet have not replied to any of them. It is your fault and not ours."

I lectured him along that line. Then he wanted to know whether, if he took the training he would have to be under military discipline. I said, "I am very sorry to tell you that you do not." Then I lectured him a little along that line of obedience to authority. Then he wanted to know if he would have to wear the uniform, and I said that it was the greatest badge of honor that could be worn, and I am sorry to say that you do not have to wear the uniform when in training. When a man speaks against the uniform in my presence he is talking against my country, and you must pardon me if I get a little bit enthusiastic about what I am going to say to you. When we got through he came over and slapped me on the shoulder and said, "I am glad that I came to see you." Some time later he ran in almost breathless and said, "I came to town, and I came to see you and to thank you for what you have done for me." That is the attitude.

Mr. TOWNER. Did he accept training?

Mr. GODWIN. Yes, sir; in the Agricultural College of Missouri.

Mr. TOWNER. Out of every 100 men, I suppose, there is a certain proportion of natural growlers and ingrates?

Mr. GODWIN. Yes, sir.

Mr. TOWNER. Under normal conditions, as we say, there is a certain proportion of those who are dissatisfied with whatever conditions exist. As I understand your testimony, you say that the proportion of these dissatisfied persons among the boys who would be subject to training would be greater than the normal proportion?

Mr. GODWIN. I think so; slightly.

Mr. TOWNER. Those men have to be given special consideration in order to make them at all agreeable to the conditions?

Mr. GODWIN. Yes, sir.

Mr. TOWNER. It is your experience that those who deal with the men at these offices and in the hospitals were considerate to them or did they seem to be offended at their attitude?

Mr. GODWIN. I have never heard a grouchy conversation among the men connected with the Federal board about any of the men. I have never heard of but one case; that was my own. I ran across one of the conscientious objectors and I did not spare him much. I left him. I was in a bad temper.

Mr. TOWNER. Is there any further statement that you desire to make?

Mr. GODWIN. I have one or two brief communications that I received, one from Nic Rene Wilhemly, whom I met at Fort Des Moines, dated November 29, 1919, from 6100 Watermen Avenue, St. Louis, Mo.

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6100 WATERMEN AVENUE, ST. LOUIS, MO.,
November 29, 1919.

Mr. W. M. GODWIN,
St. Louis, Mo.

DEAR MR. GODWIN: Perhaps you remember the writer's case and perhaps you also remember his pessimistic attitude at the time when you made out his papers at Fort Des Moines, in regard toward the future board and the training he was desiring.

I have been here in St. Louis since November 20. The Federal board had me assigned to the Washington University in behalf of my course for South American trade, and I had my assignment within one week after my discharge October 14. Duck hunting and in consequence an attack of bronchitis prevented me from being here sooner.

But what I wanted to say to you, Mr. Godwin, is in regard to your view of my case. I can not express the gratitude I feel for you, and I feel myself very much indebted to you, indeed, for I am confident that solely your efforts brought about the training I have been aspiring for.

Your predecessor had me pretty nearly discouraged with his line of civil service he was offering me as substitute to my wishes, to the extent that I had quite preparatory training, and your humanly interest in us boys gave me confidence again in the board.

So I wish to apologize for the prejudice I was nursing against the board at the time, and again I wish to thank you from the bottom of my heart for the genuine interest and enthusiasm with which you took up my case. My hope is to again meet you personally some day and thank you personally. In the meantime I wish to remain your friend.

NIC RENE WILHELMY.

As to my trip to St. Joseph, Mo., after I went to Kansas City, we had a man in training, Mr. Raymond L. Bearer. He was in placement training. He had been for two or three years in a printing office and was put in a printing establishment, but under the rules of the union they were not entitled to pay him. So, when I went to St. Joseph—I had been there two or three times—he came to see me. He was very much depressed, had only $10 in money, had married since being discharged, he was out of employment, and there was nothing that he could do. He was very much depressed. He began to tell me about his wife and her condition, and tears began to roll down his face. I said, "You must quit crying or you will get me crying." He said, "I have only $10." I said, "What is the Red Cross for, if it is not to fall back on in such a time? They have $35,000,000 subscribed by the American people." The Red Cross promptly loaned him $50, when he asked for $20, and I said, "I will take a long shot at you, Raymond. I do not know whether my action will be ratified by the board or not, but I will put you in school to-day. You had five months in a commercial college before you entered the service. Would you like to complete your commercial course?" He said that it would delight him. I called up Mr. Platt, of one of the schools at St. Joseph, and explained the situation; told him that I was assuming no responsibility for the board, but that if he would take him, pending the ratification of my action by the board at St. Louis, I would send him up to be enrolled. He told me to send him up and he was enrolled. Here is a letter from him to me addressed at Kansas City, dated St. Joseph, Mo., December 6, 1919:

ST. JOSEPH, MO., *December 6, 1919.*

Mr. W. M. GODWIN,
411-412 Massachusetts Building, Kansas City, Mo.

MY DEAR SIR: It is with the greatest of pleasure that I take in writing this letter, trying to express my thanks that are due you for being so kind

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as to take the responsibility of placing me in training, and I am sure that I will get along fine.

Now, really, I am so proud of the kindness that you and the Red Cross people did for me that I can not find words enough to express my gratitude, only that I appreciate it most immensely.

So, thanking you again for your kindness, I am,

Very faithfully, yours, RAYMOND L. BEARER.

My action was promptly ratified by wire by the St. Louis board and the young man is in training and is doing finely. The men do come to us at Kansas City frequently and when they go into the hospitals we visit them and find that the work is satisfactory and that they seem to appreciate it. The four men that are in the Kansas City office, with whom I have been intimately associated since the middle of October, I think they all feel like I do toward the men, and the members in the St. Louis office. We have to bow to the decision of the medical officers about the health condition of the men. I have in past times had controversies with the doctors, but they know more about the physical condition than I do. I feel when a man comes to me that I am placed in the attitude almost of his guardian until I can get him landed in section 2 training, and I lose no opportunity in acting upon the theory that it is my business to put the man in training if he will accept it.

A great many refuse to accept training. Some because of their home relations. A young man lives in my own town. He was in France. I was chairman of the home service section of the Red Cross. His mother came to me almost three times a week trying to find out why her boy did not write her every day. He was discharged in December, 1918, and came home. Before I had anything to do with the Federal board I urged him to accept the training. His mother objected, she as well as the boy. I went to his home some few weeks ago. He lost his voice, having been gassed. His mother was willing for him to apply for compensation if it did not require that he go to some hospital somewhere to be treated, but would not give her consent to have him sent to Columbia, Mo., to take a course in agriculture, because he had enough money coming to him under the Sweet bill to make a payment on the little farm which he expected to buy. I had to kidnap the boy, take him to my house, and get him to fill out his papers for compensation, but he absolutely refused to let me survey him preparatory to entering upon training, because his mother objected.

Mr. TOWNER. What has been your experience in regard to the delays in final action in determining whether or not the boy was qualified or entitled to training?

Mr. GODWIN. There have been some delays, especially since I have been in the Kansas City office. When I was at the hospitals we had all the papers at hand. We send out a letter asking him to bring all the papers relative to his service, his discharge, compensation and proposed training under the Federal board. The man will frequently appear with that letter and that letter only. Then, he has to go back and we will give him an envelope already addressed to put his discharge paper in, his certificate of discharge or his notice that compensation has been granted him, and sometimes it will be weeks before we get that, although the letter is put in his hand that we can not proceed without getting those papers. Yet he will some-

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times keep those things in his pocket a week or two or three weeks before he returns them. Of course, we can do nothing until then.

Another thing that has been recalled to me, in the Kansas City office we have had only one stenographer for four men. We could not get any more stenographers or we would have had them, because stenographers get more than we are allowed by the Federal board to pay them. Recently we got a substitute stenographer who is very hard of hearing. We have done the best we could. We went through the files then while we had her the two or three weeks and got up the work generally. There were some cases held in the files because we did not have the physical force to go through the files. Some cases have been delayed on that account.

Mr. TOWNER. Were these conditions reported to the board here in Washington?

Mr. GODWIN. Yes, sir; they were reported to the St. Louis office.

Mr. TOWNER. Kansas City is a branch of the St. Louis office?

Mr. GODWIN. Yes, sir.

Mr. TOWNER. What reply was made by the St. Louis office to that request?

Mr. GODWIN. About getting a stenographer?

Mr. TOWNER. Yes, sir.

Mr. GODWIN. To get one if we could under the allowance of $100 a month.

Mr. TOWNER. And you could not get a stenographer in Kansas City competent for $100 a month?

Mr. GODWIN. No, sir.

Mr. TOWNER. What is the prevailing rate there?

Mr. GODWIN. From $125 up.

Mr. BURROUGHS. I should like to ask you just one or two questions. You are a vocational adviser?

Mr. GODWIN. Yes, sir.

Mr. BURROUGHS. What would you say would be on an average the proportion of the total number of cases surveyed in any given district by a vocational adviser that would be recommended for training by the case board? Is there any percentage that you would expect to find?

Mr. GODWIN. This is a guess; at least 80 per cent.

Mr. BURROUGHS. At least 80 per cent of the total number surveyed?

Mr. GODWIN. Yes, sir.

Mr. BURROUGHS. Should be recommended for either section 2 or section 3 training?

Mr. GODWIN. Yes, sir.

Mr. BURROUGHS. Do you think anything like that prevails in your district—No. 9?

Mr. GODWIN. Well, sir, I do not know. The figures could be obtained. They have not been yet, for the reason that the medical authorities had not completed the rating of the papers.

Mr. BURROUGHS. I have here a copy of the Vocational Summary which states on its face that it is published monthly by the Federal Board for Vocational Education. This is volume 2, No. 5. It is the September, 1919, issue. On pages 92 and 93 of this Summary appears what purports to be Federal board registration of disabled

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men for vocational training and placement—a summary statement of progress of cases by rehabilitation districts by periods to August 23, 1919. I find, according to this table, that to date—March 15, 1919, in district No. 9 there were 2,099 cases surveyed by the educational adviser, and I find that to date—March 15, 1919—there were 302 cases actually recommended for training by the case board in the same district.

Mr. GODWIN. That was March, 1919?

Mr. BURROUGHS. To date—March 15, 1919.

Mr. GODWIN. I see.

Mr. BURROUGHS. Then to date—April 26, 1919—I find there were a total of 6,033 cases surveyed by the vocational adviser in that district, and to date—April 26, 1919—there was a total of 668 cases actually recommended for training by the case board.

To date—May 24, 1919—there were 7,244 cases surveyed by the vocational adviser, and to date—May 24, 1919—there were 1,067 cases recommended for training by the case board.

To date—June 28, 1919—there were 9,484 cases surveyed by the vocational adviser, and on the same date there were 1,682 cases recommended for training by the case board.

To date—July 26, 1919—the total surveyed by the vocational adviser was 11,204, and on the same date the total recommended for training by the case board was 1,891.

To date, August 23, 1919, the total surveyed by the vocational adviser was 13,154, and on the same date the total number recommended for training by the case board was 2,078.

If my mathematics is correct and I have reckoned it correctly, it is about one-seventh instead of being 80 per cent.

Mr. GODWIN. Your question was how many would be eligible, as I understood it, sir?

Mr. BURROUGHS. I intended to ask how many of those actually surveyed for training would be actually recommended for training later by the case board.

Mr. GODWIN. That is what I thought your question was and I answered it that way.

Mr. BURROUGHS. That is just what this is.

Mr. GODWIN. The figures you have there were a year ago?

Mr. BURROUGHS. Yes, sir.

Mr. GODWIN. The board has been catching up since then.

Mr. BURROUGHS. You think that the figures to-day would show an altogether different percentage?

Mr. GODWIN. It is merely a guess, but I think there would be a very material increase of the percentage.

Mr. BURROUGHS. You think it would be around 75 or 80 per cent?

Mr. GODWIN. I am offering an opinion. I think that the men in the district office at St. Louis are using every effort, because they work night shifts there and the men do not quit when the hour comes to quit.

Mr. BURROUGHS. There would not, to your mind, be any reason, if the office was working on a proper standard of efficiency, why that total of surveyed cases of 13,154 as on August 23, 1919, there should actually be recommended for training by the case board only 2,078?

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Mr. GODWIN. I think that might very well be the condition under the most favorable circumstances that existed at that time. I think that is no mark of lack of efficiency.

Mr. BURROUGHS. How do you account for it?

Mr. GODWIN. By the simple fact that owing to the status of the officers and the men relative to the law governing the Federal board the cases could not be decided instantly.

Mr. BURROUGHS. That is subsequent to July 11 and you were not tied up by complications with the War Risk Insurance Bureau at that time? That was in August. I guess perhaps some of these were before that date.

Mr. GODWIN. Yes, sir.

Mr. BURROUGHS. And that might account for some of it?

Mr. GODWIN. Yes, sir.

Mr. BURROUGHS. You think if the figures could be obtained for the present time that they would make an altogether better showing than this?

Mr. GODWIN. Yes, sir; that is my opinion.

Mr. BURROUGHS. That is all.

Mr. ROBSION. Pursuing that thought a little further, Mr. Godwin, I believe from the statement read by a member of the committee who was just questioning you it appeared that there had been contact established with 6,033 cases in April, 1919, and you say that 80 per cent of those, in your opinion, would be entitled to one training or the other?

Mr. GODWIN. Finally; yes, sir.

Mr. ROBSION. That would be more than 4,800 of the 6,000 that would receive a favorable report—that is, a decision for one training or the other—but it appears that up until August, 1919, only 2,078 cases had been passed upon favorably, and that would leave 2,800 which had been pending for at least four months and had not been passed upon?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. How would you account for a delay like that?

Mr. GODWIN. I am not in a position to know those things. Do you want my opinion?

Mr. ROBSION. If you do not know, the shortest answer would be that you do not know.

Mr. GODWIN. I have an opinion.

Mr. ROBSION. You need not give me that now. I did not ask for that.

Mr. GODWIN. No, sir.

Mr. ROBSION. You do not know of the conditions in New York or Philadelphia?

Mr. GODWIN. No, sir.

Mr. ROBSION. You say at the places you were they called you "Dad"?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. If they called you "Dad" generally, you are a good fellow. I can say that for the record. People never make a mistake like that in calling a fellow "Dad."

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I was very much interested in some of the special cases which you mentioned. You seem to realize that early action was of the greatest importance to the soldier.

Mr. GODWIN. In every kind of an enterprise, sir.

Mr. ROBSION. But in this enterprise you had two very great impelling motives, one a business proposition?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. And the other a human proposition?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. The soldier was in the attitude that delay would mean loss and defeat of the very purpose of the law, was he not?

Mr. GODWIN. Yes, sir; I felt that way. It would at least produce an unpleasant feeling of mind on the soldier.

Mr. ROBSION. Do you think much about your salary while in this work?

Mr. GODWIN. No; I do not. I had been working ever since the war began for the Government, and I had pretty nearly lost sight of that.

Mr. ROBSION. A fellow to be successful in this work must not have that as his aim?

Mr. GODWIN. No. If I had, I should not have entered the service at all. I was making more money than my salary amounts to.

Mr. ROBSION. You spoke of the young man with the wife, depressed in both body and mind and who was fast losing any hope and ambition?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. And by acting right then you likely saved that young fellow?

Mr. GODWIN. He feels that way about it. That is only one of a number of cases that I could have cited; I did not want to burden the record.

Mr. ROBSION. You are in charge of the Kansas City office?

Mr. GODWIN. No; I am the vocational adviser there.

Mr. ROBSION. Who is in charge?

Mr. GODWIN. Mr. G. W. Kirk is in charge of the office there.

Mr. ROBSION. Is he here?

Mr. GODWIN. No, sir.

Mr. ROBSION. Do you know why he did not come?

Mr. GODWIN. He was not directed to come.

Mr. ROBSION. Have there been any complaints to the Kansas City office about delays?

Mr. GODWIN. Why, certainly.

Mr. ROBSION. How many men have been handled through that office, about?

Mr. GODWIN. I have not kept a record; it would be a guess.

Mr. ROBSION. I should like to have you guess.

Mr. GODWIN. I would say, since I have been there, October 20, up to this time, that I have averaged three new cases a day.

Mr. ROBSION. You have?

Mr. GODWIN. Yes, sir. I am the man who makes the first contact with the man after he is discharged.

Mr. ROBSION. That would represent the increase to that branch office, three cases a day?

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which had been referred to this office. I wrote him four days after it had been referred here. I got that case out of the files and find that two days before I got his letter approval had been given and the boy started into training.

In connection with this tuition of $500 we have given the New York office a certain definite list of schools where the tuition is at a higher rate than $500 a year, where those men would be placed without leaving them to the central office. For instance, the West Side Y. M. C. A. school in automechanics, where the tuition rate is $50 a month, which is more than the rate of $500 a year, although for the total length of time that the man is in training it does not amount to $500. They have authority to place a man there, and they have authority to place men in training in a number of institutions there where the tuition rate is more than $500.

Mr. Burroughs raised the question as to the rate of—what university was it?

Mr. BURROUGHS. Alfred.

Mr. LAMKIN. I have not had an opportunity to look it up, but I should not think that the rate was more than $500 a year there. If it is more than $500 a year I see no reason why this same privilege should not be extended to the New York office to put a man in training there; but the difficulty, Mr. Chairman, as you will understand when you get into the administration of it, is that here is a fellow who comes and asks for a course—let me give this specific example: We had a young man who came and asked for a course in a special school in New York. His injury was a slight hernia, for which the doctor stated they would not operate; that operation was not necessary, but he could be cured by the wearing of a truss; and he asked the approval of his course at a tuition which was $700 a year. The general history of such schools is that they are not worth the $700, and we believed that it would be better to keep our hands on expenditures in excess of a reasonable amount.

In the districts, the next officer I would like to speak of is the chief clerk of the district office. The chief clerk of the district office performs the same functions that any Government property agent does. He has charge of the property of the Government in the office. He also has charge of employing the personnel, the clerical personnel. Through the office goes the payment to the soldiers. Our disbursing officer issues the checks which are payable to the soldiers twice a month. Since last December, I am confident that I am correct when I say that the checks for the men in training have always left Washington before the 15th and the 30th of the month. I think, too, you will find that the Federal Board for Vocational Education is the only Government agency that is paying its beneficiaries, outside of the District of Columbia, more than once a month. The Bureau of War Risk Insurance, of course, pays its beneficiaries once a month; the Pension Department pays the pensioners once a month—or is it once a quarter?

Mr. TOWNER. Once every three months.

Mr. LAMKIN. We are paying our boys once every 15 days. I might say to you that that was one of the first things that I directed my attention to when I got here—that the boys might get their money on time. That does not mean that they get their money on the 1st

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and 16th of the month. In some districts the money is delivered to them on the 5th and 20th; in some districts on the 3d and 18th. It depends on when it can get out; but the point is that we are trying to get the money to the districts so that they can establish definite pay days, and the boys will understand what that definite pay day is. The checks are sent to the district. Some Congressmen have asked why it was that checks were not sent directly to the men. It is not necessary for me to answer that.

You had the case of young Dunstall, who was here on the stand and testified that he had not received a payment from the Bureau of War Risk Insurance nor from the Federal board since his discharge from the hospital; and inquiry from the bureau, which I will file a little later, developed the fact that his checks had gone regularly to the address which he gave, which was in Toronto, Canada; and the check for him, which was due from the Federal Board for Vocational Education, and amounting, as I recall it, to $66 and some odd cents, was then waiting for him at the place where the board knew where he was.

The district office, when it puts a man in training, has authority to change a man from one institution to another, from one course to another, from an institution to training on the job, from training on job to training on another job, from training on the job to an institution. It has authority to change the course and regulate it, without reference to the central office, and it knows where a man is; and consequently we send the checks to the district offices to be distributed to the men; and, as I said earlier, we have not established disbursing offices in the districts because of the fact that the overhead did not justify it. The salary which we can pay for that work will not get men who know Government regulations so that we could entrust them with the payment of money. I might say to you, however, that we appointed a disbursing officer for the two districts west of the Rocky Mountains, and as soon as the Treasury Department approves his bond we will have him disburse the money of the soldiers in training west of the Rocky Mountains.

The chief clerk, therefore, handles the payment of the soldiers in the districts, and he has charge of the preparation and submission to this office of vouchers for all bills.

In that connection I would like to say now, Mr. Chairman, that this is the first time that this class of payments has ever been called upon to be paid by the Treasury Department. We have 30,000 boys scattered over 48 States, 1,300 different institutions, 2,600 different industrial establishments, and each one of them has to have a certain amount of supplies and equipment, and the matter of formulating regulations which will conform to the Treasury requirements for the payment of money has been one of the most difficult problems of administration. I understand that there have been some acts of Congress which have allowed the Treasury to pay bills which were certified as mathematically correct. That would be easily done. I do not know. That is a matter which we should like to have authority to make a little fuller investigation of and report to the committee, because I believe that you want and Congress wants to do everything that can be done to expedite the work and at the same time be fair to the man and fair to the Government.

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There are two other persons who are not exactly on the staff of the districts, but who are so closely related to the staff that I would like to describe to you their functions. In the first place, there is what we call the coordinator. You understand that in many of these institutions established particularly for the training of men of elementary grade we have had to try out the boys to see what kind of training they could take, or what kind they wanted. We placed a full-time employee of the board in charge of those institutions, and a man who we call a coordinator, who is supposed to be very close in touch with the men, follow them up very carefully and see that they get what the Government is paying for and to advise with them as to any change of course that may be necessary.

There is another class of men who are stationed at the various institutions, usually a member of the faculty of the colleges. That man is called a counselor. They are paid anywhere from a dollar to $100 a year. None of them is paid more than $100 and none of them is paid less than $1. The reason for paying the $1, of course, is in order that we can call them into conference, if necessary. When they are paid $50 or $100 it is for the purpose of providing the necessary clerical assistance which they have to have. The counselor is the friend of the boys in the school. We usually send the boys direct to the counselor. If he has any difficulty in making a claim for dependency, for instance—and, of course, the question of dependency is an uncertain thing, because a lot of the boys are getting married or having additions to their families—but if there is any question about making out the claim for dependency, or things of that kind, the boy takes it up with the counselor. If he wants to change his course, he consults with the counselor. We have at each of the institutions where we have men in training a counselor, but we have not put coordinators where we do not have at least 100 men in training. If we have 50 or 75 men in training, we have sometimes named a coordinator for two institutions, to spend half his time at each. A coordinator is a full-time employee of the board. A counselor is not a full-time employee of the board.

Mr. ROBSION. What does the coordinator get?

Mr. LAMKIN. He gets anywhere, Mr. Chairman, from $1,800 to $2,400. I can not answer definitely. We take into consideration the place where he is living. In other words, a coordinator can live a good deal more cheaply at Ames, Iowa, or Starkville, Miss., at the agricultural colleges there than he can in the city of New York. I remember that Mr. Nelson, who is our coordinator at the David Rankin School in St. Louis, was paid $2,000.

I have spoken of the branch offices and of the district offices. We have about 98 of them, I believe, 78 of which we have in definite quarters, and about 20 where we have no rented quarters, or quarters that are given to us. You understand that in a number of these branch offices we have rooms either rented to us by the Red Cross or by the city officers, or by the county officials, or by some one of that kind. Of course, in the larger places the demand for office space is increasing so rapidly now that we are having to change our quarters in some of them.

The employees in these branch offices run from one person to probably 20 or 25 in the larger branch offices, such as Detroit, Los Angeles, Cleveland, and some other of the larger offices.

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I have spoken to you about the desire to decentralize the central office in the matter of auditing and disbursing, or accounting, I should say, of the disbursing offices. The central office is maintained as a supervising agency. It reaches the districts through the personal visits of the field organizer and the chief of the division when he can get away from Washington. I may say, in passing, that I have been in 8 of the 14 district offices, and if it had not been for being asked to remain or expected to remain here in Washington I would have visited three or four of them during the past 30 days, three or four which I had not yet seen.

It also keeps in touch by personal visits from the members of the advisement and training staffs, and of the Placement Section. These men go out to consult with the various districts officers with regard to the work of the boys.

We also keep in touch with the district offices through the medium of what we call miscellaneous 150, revised, and information and instruction. I am not going to ask that these be included in the record, Mr. Chairman. I think there is nothing in them that is objectionable to being printed, but I know it will not justify the printing. Of course, some of our friends have stated that these compose 1,500 different instructions. As a matter of fact, I think there are 351 different sections instead of 1,500. The sections are numbered from 1 to 100. For instance, the article concerning training pay for the men in training is the 700 group, and in that there are 14 sections, numbered from 700 to 714. The next one is from 800 to 889, but that pertains to the Government regulations regarding expenditures, what are proper charges against the Government, and things of that kind.

Criticism was made here by one employee of the board who stated that these were not furnished to all of the employees of the board. Seven copies of this miscellaneous 150, revised, have been furnished to each one of the districts. They are for the use of the section heads and for constant reference in the sections. They are there, and if anybody in the departments wants to consult them they can be consulted.

The same thing can be said of the instruction letters and the information letters which are sent out in sufficient quantities to supply the persons who need them, but we have not thought it necessary to duplicate a larger number, Mr. Chairman, than was absolutely needed in the several offices. So if I can file those with the chairman for any reference you care to make of them I shall be very glad to do so.

Mr. TOWNER. Let the record show that they are filed without printing.

Mr. LAMKIN. As I say, I prefer that some of those be filed, and not be printed. You can do as you please about it, Mr. Chairman. The ones to which I refer are the ones which give information concerning certain schools. That is in the nature more or less of a confidential communication, but the details of the board concerning schools which have been approved we have not regarded as being necessary for public distribution.

I would like to make this statement in connection with the filing of those documents. On October 20, 1919, the following letter was sent from the chief to all the district vocational offices regarding procedure. I shall not ask permission to put all of that letter in the

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record, unless you insist, Mr. Chairman, but there are three paragraphs from it which I would like to read which pertain to that:

2. This letter is written for the purpose of laying down definite principles and should be considered as official.

3. In the first place, the chief wishes it distinctly understood that all procedure is set up for the purpose of expediting business, not for delaying. That no letter of instructions sent out by this office is to be followed blindly, except in the matter of observing certain definite forms and the keeping of certain definite records upon which depends the legality, as well as the wisdom, of our acts. But no "procedure" sent out from here is intended to interfere with the initiative of the district vocational officers, nor to in any way restrict his authority.

9. In the above (that is the general statement), central office will insist on only two things:

1. That the fewest possible number of men be used on your case conference.

2. That a man's application will be "case boarded" but once so far as the internal case board is concerned.

12. The chief also wishes to call the attention of the district vocational officers to the fact that there must be no duplication of records in the district offices if it can be prevented.

13. Again assuring you of the desire of the central office to give you all the support possible, and of their unwillingness to hamper you by unnecessary instructions, I am,

Yours, very truly,

MEL W. LAMKIN,
Chief Division Rehabilitation.

I think that may give you some information as to whether or not the central office is representing the board more and more in the districts. That letter is dated October 20, 1919.

Mr. ROBSION. Signed by yourself?

Mr. LAMKIN. Yes; signed by myself as chief of the Division of Rehabilitation.

In regard to the employment of personnel, the question has been asked by you gentlemen here as to who was responsible for the appointment of personnel and the employment of personnel. I have answered it, but I am glad to answer it again, and that is that all the personnel is under civil-service regulations. In the first place, a man is appointed—or up until this last order came, a man would submit his qualifications and be appointed subject to civil-service requirements—subject to civil-service qualifications. That was the appointment which I got. I got it dated along some time in January, 1919. I had to take an examination for district vocational officer in February. I took it on February 4, 1919, and passed, getting the wonderfully high grade of 70 per cent, I think it was. The civil-service requirements provide that all of these positions with the board can be filled from its certificate, or by transfer or promotion—in one of these three ways. Every staff officer in the central office is under the civil-service regulations.

I think it may be well for me to make this statement now, if you do not object, Mr. Chairman. The question is raised as to the civil-service status of the district vocational officer in New York, Mr. Clark. I shall be glad to submit this statement:

UNITED STATES CIVIL SERVICE COMMISSION,
Washington, D. C., April 13, 1920.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C.

GENTLEMEN: Referring to the verbal inquiry of to-day by the chief clerk of your board, you are informed that there are at this time available for certi-

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fication to the board seven eligibles for district vocational officer. Only one of these eligibles is a resident of the second district, his name and address being Eugene H. Meyer, 149 Fabyan Place, Newark, N. J. Mr. Meyer was selected from certificate 470 for placement officer.

By direction of the commission.

Very respectfully,

MARTIN A. MORRISON,
President.

I should also like to introduce a copy of the "Civil Service Act Rules, amended to January 1, 1918, rule 8, page 54, Temporary appointment," which provides that where a register is not certified containing at least three eligibles, the appointing officer has the right to name some one for temporary appointment not on the register.

(The matter referred to is as follows:)

CIVIL-SERVICE ACT RULES, STATUTES, AND EXECUTIVE ORDERS.

[Amended to Jan. 1, 1918. Rule VIII. Temporary appointment. P. 54.]

PAR. 3. When there is at least one eligible and not more than two eligibles on a register for any grade in which a vacancy exists, the commission shall, upon requisition from the proper appointing officer, certify the name of the one eligible or the names of the two eligibles, which shall be considered by the appointing officer with a view to probational appointment; and if the appointing officer shall elect not to make probational appointment from such certificate of less than three names, then, if temporary appointment is required, it shall be made from such certificate unless reasons satisfactory to the commission are given why such appointment should not be made. Such temporary appointment may continue until three eligibles are provided. If selection is not made from the ecrtificate for either probational or temporary appointment under the provisions of this section, then temporary appointment, if required, may be made under the provisions of section 2 of this rule.

I should also like to state that of the seven eligibles referred to as being eligible for the position of district vocational officer, one is in the service of the board as training assistant, five of them declined——

Mr. BURROUGHS. Declined appointment?

Mr. LAMKIN. Yes, sir; for one reason or another. For instance, Mr. McCartney, whom I know very well, stated that he would not accept an appointment. Mr. Charles M. Pritchard has written stating that he would be glad to be considered for appointment, but does not care to accept temporary appointment unless a very attractive one. You understand that all of our appointments run to the 30th of June, the end of the fiscal year. Of course, as far as I am concerned, if I make good, I have no doubt I will be continued as long as it is necessary to keep men in the service, but you can not get everybody to see it that way.

Mr. Oscar H. Lipps was in the Indian Office, and Secretary Lane reported the transfer could not be approved when Mr. Lipps asked if he could consider a position with the board.

Mr. Price stated he would consider it if he were given $4,000 a year. Mr. Ford was offered a position, and declined. Mr. Whyte is now with the board in District No. 11, which is in Denver.

I may also state, Mr. Chairman, while I am discussing the question of civil service, that from July 18, 1919, to April 15, 1920, there were 531 men certified by the Civil Service Commission as eligible for staff positions on the board. Of these, 329 of them were employed

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by the board as temporary employees, pending the certification of the Civil Service Commission; that is 62 per cent. Of those 62 per cent, 286 remained, 826 resigned prior to certification, and 17 were transferred to the United States Public Health Service. We offered positions to 42 others who were not previously employed by the board, or 8 per cent, and they accepted. Eighty-four persons, or 16 per cent of those certified, declined to accept the position offered by the board, for the following reasons: 23 gave no reason; 1 declined on account of illness; 10 declined because they could not leave their present position; 7 declined because they had secured more profitable employment elsewhere; 36 refused to accept the salary offered; and 7 could not be located. We rejected 23 persons, or 4 per cent, because we did not believe they had the proper qualifications for the work. We have 53 men, or 10 per cent, of those who have been certified whose final action is still awaited by the board.

From the above it will be noted that only 328 men, or 62 per cent of the men certified by the Civil Service Commission, accepted or remained in the employ of the board. Of this group, only 42, or 8 per cent, were new employees.

In regard to the clerical personnel in the districts, the district vocational officer, subject to the limitations which have been set by the central office as to the amount of salaries which they may pay, chooses his personnel from the civil-service certifications of those on the regular register. There is in preparation now a revised table of organization based on the experience of the last six months, and I want to say to you that we expect to give the district vocational officers ample clerical assistance to do the job. We expect to hold them responsible for it, and ask them to use every business economy to keep the overhead expenses down. But with the exception of meeting the civil-service regulations in the district in which the office is located we give them absolute authority over the appointment, and not only the appointment but the discharge, the separation from the service, of all clerical appointees.

Of course, I think the time is not here and will not come when the chief of the division will not exercise his authority over the districts when he thinks it is necessary, and I believe you will agree that that is sound administration.

On the question of decentralization, I repeat what Mr. Munroe said this morning that there is no department of the Government at the present time that is decentralized to the extent that the Federal Board for Vocational Education is, when you take into consideration the necessity for maintaining uniform standards all over the country. That has not always been true.

I would like, in passing, to just call the attention of this committee to the fact that there were five former employees who testified before this committee. One of them, Mr. Charles H. Winslow, resigned on the 1st of October; one, Mr. George B. McGovern, on the 1st of August, 1919; Mr. F. G. Wadsworth, on October 1, 1919, but had taken his leave prior to that time, if I recollect correctly; Mr. Arthur W. Griffin, on October 10, but, according to his testimony on page 553, he states he did not know of the workings of the board since the 1st of August when he resigned; Dr. Thomas H. Buckler, on May 1, who stated that he did not know of the work-

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ings of the board since that time. See pages 631, 633, and 643 of the testimony.

I might also state with regard to all persons who are not former employees of the board that the majority of the information—and I shall discuss it when I come to it—is taken from the views as they got them prior to the 1st of October, 1919.

It is necessary to maintain uniform standards. Mr. McMurtrie, for instance, compared our work with that of the American Red Cross. The American Red Cross is an organization which is not bound by the regulations of anybody except the American Red Cross. It is a wonderful organization, but the Federal Board for Vocational Education is not only bound by its own regualtions, but by the regulations of the Treasury Department, which we must accept. For instance, a few days ago—I think I spoke of this informally to some members of the committee; it is merely a little thing, but it shows some of the things we have had to deal with—a few days ago we had a notice from the Treasury Department that after the 1st day of May—no; I think it was the 15th day of April—they would not pass for payment any more vouchers for tuition which were based on a 30-day month. I can explain that by saying that if a boy goes in training in a commercial school on the 5th of a month, they had been dealing with his tuition as being twenty-five thirtieths of a month, due at the end of the month. The Treasury Department has held that in future we must compute it, in a 31-day month, as being twenty-five thirty-firsts, and in a 28-day month as being twenty-five twenty-eighths. It means but a few cents, but a 30-day month had passed the Treasury Department, had been approved by the auditors, and had gone on through and payment made on that basis, as some other payments were made.

For instance, the Bureau of War Risk Insurance, I think, pays its claims on a basis of a 30-day month, but then this regulation comes and we have to conform to it, and when we do conform to it it causes confusion and causes the statement to be made that we are changing our policy in that way.

For the purpose of keeping uniform standards throughout the country these eligibility men, whom I have described a few minutes ago, were sent out. The eligibility man is the outgrowth of a traveling case-board representative, as he was called. The case board in Washington passed on the cases of soldiers as they were submitted to the Washington office. I can not answer definitely the reason why all of these cases were submitted to Washington. You know, and all of us know, that the number of men approved for training, the number of men probably taking training, is very much larger than anyone anticipated.

I think it was originally estimated before the committee, was it not, Judge, that somewhere between 15,000 and 20,000 would be the maximum who would be entitled to training?

Mr. TOWNER. That was the advice the committee received from the Canadian experts, based upon their experience.

Mr. LAMKIN. Based upon their experience. I want to discuss that a little later, if I may, as to what I think are the reasons for some of the confusion during the early part of the last year. In order to clear these cases, shortly after the passage of the divorce

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law the cases in the districts that had been sent to Washington were piling up, no doubt because they could not get a decision from the Bureau of War Risk Insurance. Mr. Godwin said yesterday that he learned a good deal about the early difficulties, and I am sure I learned a good deal about the early difficulties when I heard Mr. Munroe discuss the matter yesterday. I knew of no dealings with the bureau. Those matters had not been discussed with me. When those cases were submitted here and were decided and referred back to the districts, some one in Washington—I do not know who is responsible; I assume Dr. Smith, who was chief of the division of rehabilitation just prior to my coming here, was responsible—sent what they called a traveling case board representative to the various districts. In other words, if I were in St. Louis I would have been informed that on the 15th day of the month a man would come from the central office and spend a few days with us, and during those days with us he would pass on all these cases. That was followed by eligibility squads, which were organized to go over all the case files, to take the cases and go through them, right straight through to the end, through all the files, and take every folder that was in it, and every man that was in it, and say to the district vocational officer, "This man is entitled to training on this evidence he has here," and say, "This man here is not entitled to training on what you have here, is not legally entitled to training, but you get this evidence which will show whether or not he is entitled to training," and that eligibility squad started out, and we tried that first in Boston. We did not have enough men to do the job quickly in Boston. We increased the number by sending in one man from each of the several districts. We sent, I think, 20 men to New York; I think it was 20. Those men audited the files and learned what they could about handling rapidly the cases in the files.

I would like to read a paragraph or two from a letter of October 14, 1919, stating that the plan of this eligibility or flying squadron would involve the following:

> The men would be called into central office for a week's intensive training. They would be divided into groups of say four each. A group would be sent to a district office to go through the files, act on such cases as could be acted upon and note definitely the information that is lacking on others.

You understand, Mr. Chairman, that while our relations have been very cordial with many of the Government agencies, the Bureau of Public Health, which has been examining for the bureau of war risk insurance, was supposed to send copies of the men's medical examination to us, but they have not done so in a great many cases. The Army was supposed to send a copy of the man's discharge to us—I mean the medical examination. We did not get them in a large number of cases.

> They would be expected to spend a week in an office, then go to another district office and follow the same procedure. In that way there would be a group in each district office one week in every month. This group would have power to act, but would not necessarily take the place of the traveling case board representative, who would be there when they were not there.
>
> You will note by this plan that you would lose the service of one man from your force. On the other hand, every four weeks you would have four men who would be trained to do the particular thing they are sent out to do.
>
> The man whom you send should be capable of working rapidly, should have good judgment, should have had Army organization experience, if possible. If

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not, should be able to judge of Army paper, and should be willing to work day and night. In other words, outside of the supervisors in your office, he should be the best man on your force.

It will be the duty of this "squad" to pass upon eligibility for training. In other words, they will say whether or not a man is eligible for training, or if not eligible on the evidence submitted, what additional is necessary. It will then be the duty of the district office to notify the man that he can be placed in training whenever he is willing to start.

Please wire upon receipt of this letter the name of the man whom you will detail for this duty and have him report at Washington, Monday morning, October 20.

Those eligibility squads generally went out to the districts after they left Boston. They worked in the evening and at night. They did it because by doing it they interfered less with the regular work of the office. They went to the office at the closing hour, either 4.30 or 5, whatever it was, and they worked until midnight. They worked 7½ hours, which were the regular Government hours, but they were not interrupted. They worked rapidly, most of the time with their overcoats on, and much of the time with their hats on, in order to keep warm during the time they were out. Those men finished their work about the 1st of February in all of the districts. Since that time there has been a permanent man established in each one of the district offices.

In New York, for instance, we have three, in Chicago, we have two, and we will place as many other men there as necessary, and they are calling for training with the men from the district office, so that if necessary these men can subsequently be withdrawn.

A question was asked yesterday, I believe it was, about carrying the work out into the field. My recollection is that late in January, or early in February, the first one of these men went out into the field away from the District offices. Mr. J. B. Scott went to several towns in Michigan, and the plan was communicated to other district vocational officers. In that case the eligibility man went right out into the field and sat there in the town of Saginaw, or Jackson, or Bay City, or anywhere else, and said to these boys, "Come in and we will have our talk here, and bring to you our board, and examine you, and then say whether or not you are entitled to training, and we will go on away and leave this training man to put you in training and follow you up and remain with you." The Cincinnati office sent these field men out with the papers in their pockets, stating that so and so and so and so were entitled to training, and they were instructed to go out and put them in training, and notify the Cincinnati office who was in training. A little later the Philadelphia office sent what they called a clean-up squad to Pittsburgh. The New York office started it along about the 1st of April, maybe a little earlier than that, maybe the 15th of March—I do not remember that detail, but other officers had been told to do it just as quickly as they could arrange to get their files out into the field.

Personally, I believe that we should invest the authority which is now in the district offices in the branch offices, I mean clear into the field, but that is a question of development, Mr. Chairman, of training your personnel, of extending into the field the authority to act, and you can not do it with men whom you can not pay a reasonable salary to command them.

Our relations with other Government organizations, Mr. Chairman, have been reasonably friendly. I think here in Washington I

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can say that our relations are better now than they have ever been. I think there can be no cross purposes between the acts of the Bureau of War Risk Insurance and the Federal Board for Vocational Education. I really feel that our relations with the United States Public Health Service are even a little closer than the relations between the Bureau of War Risk Insurance and the United States Public Health Service, possibly because there is no appropriation jealously between us and the bureau, as there may be between the bureau and the Public Health Service.

Mr. BURROUGHS. Would you mind at this point outlining a little bit more fully what your relations are with the Public Health Service?

Mr. LAMKIN. The United States Public Health Service, Mr. Chairman, in the first place furnishes our chief medical officer, Col. McDill, who is a regular employee of the United States Public Health Service, and ranks as Assistant Surgeon General. I spoke to Col. Cholmeley-Jones some time ago about something that was done by the Public Health Service, and he said, "How do you get it over?" I said, "I do not know how it is done. I merely tell Col. McDill what we want, and he goes and gets it."

Our medical officers in the districts are in very close touch with the supervisors. We have made arrangements to get all their medical examinations. We are sending our clerks and stenographers to the offices of the Public Health supervisors in the various districts to make copies of the medical examinations which we need, and which they have not furnished to us. In the Public Health hospitals we have arranged to go in with him and undertake vocational training. There are at present, I believe, some 51 Public Health hospitals. We are now in Greenville, N. C., where we have 127 students. We are now in the Public Health Hospital at Perryville, Md., where we have 78 students in training. We are going into the Public Health Hospital at Norfolk, Mass., which you know is a mental hospital. We are in the Public Health Hospital at Alexandria, La., where we have 173 men now in training. We are going into Biltmore, N. C.; New Haven, Conn.; we are going into the Johnson City, Tenn., soldiers' home, where men with arrested cases of tuberculosis, I believe, are treated. They have set aside a building there where we can give them training on a farm attached to it.

There was, Mr. Chairman, a difference of opinion as to whether or not the work that was done in the Public Health Service Hospital was occupational therapy, curative in its nature, or whether it was really vocational training, but the board has, I think, always been willing to meet the Public Health more than half way on it, and we finally got to the point where we are forgetting whether it is occupational therapy or vocational training, and we are going in and giving the work, putting our teachers in there to lead them, so that we can take advantage of the five or six months that the boys are in the hospital before they get out, so that they can continue right along with their training when they come out. Does that about answer your question?

Mr. BURROUGHS. Yes, I think so; but perhaps I might state that what led me to make that suggestion was that a month or so ago, when I was at home in New Hampshire, the head of the American

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Legion in our State, with whom I chanced to be talking, discussing this matter of delays in connection with the Federal board, stated that his experience, latterly, anyway, had been that the chief cause of those delays, so far as they had existed at all, was due rather more to the Public Health Service than to the Federal board officials. Of course, I imagine that he came in contact with the Boston office.

Mr. LAMKIN. Yes.

Mr. BURROUGHS. More than with any other. I did not have an opportunity to go into the board fully with him, but I just wondered how that came about.

Mr. LAMKIN. Well, Mr. Chairman, I am not going to attempt to throw any blame on any other department of the Government, nor to excuse the delay. The point is that we have got to get rid of delay rather than excuse it. But I think you will find that 75 per cent, I will say, of the sins of omission that have been charged against the Federal board have been largely due to delays of either the bureau or the Public Health Service. I think that is disappearing now, but in the long run the doctor, whose professional honesty is at stake, is the man who is going to take the blame in the minds of a great many of these boys. The Public Health Service was, my last information was, something like 1,000 cases behind our requests in the Boston office. That is my recollection of it.

Our relationship is extending out to the districts. On the 30th of October I sent this following night telegram to every one of our district offices. The same telegram was sent to their representatives by both the bureau and the Public Health Service.

At conference to-day of Public Health Service, War Risk Bureau, Red Cross, and Federal Board it was decided to take steps immediately to house the three Government agencies in one building in each district. Get in touch with representatives of these other organizations, canvass situation, and submit recommendations at earliest practicable moment. Red Cross should be invited to participate in conference to further closer working relations with all.

As the result of that telegram and of our negotiations we are in the same building in Boston, we are in the same building in New York. The War Risk and the Federal board are in the same building in Philadelphia, and the Public Health is coming with us. We are going to the same building they are in in New Orleans. We are in the same building in San Francisco, and we have got our arrangements made in Minneapolis, and the negotiations are under way in other cities. I would rather not state all of our negotiations, because I know that in one city the Public Health Service has been notified that their quarters have been leased to somebody else because they understand they have gotten orders from Washington to combine, and therefore they have got to get out. They are going to get out anyway, but they have got to get out before they are ready. We are going to get together in all of these cities, with the idea that the man, when he comes to one building to see one Government agency can get the service that he needs and get it done. I made the statement to Col. Cholmeley-Jones the other day that whenever he was ready in the city of New York, we were ready; that if he wanted to move the files of the war-risk insurance right up there and decide his cases up there in New York, we would meet him. The Bureau

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of War Risk Insurance, I might say, is sending us copies of all its awards.

I hope you will understand, gentlemen, that a big organization of this kind is a question of gradual development. It is not a question right now with me as to whether we properly organized to start with. It is the question of a condition as we found it, and what we are going to do to remedy it, and we are developing and cutting down the duplication of work. Now, these eligibility squads have been coming back, and when they come in I say to the men, "Where is it that we can cut out duplication? What is it that we are asking the fellows the same thing for?" And the reply was that we are asking a man for a medical examination when he says he had had a medical examination from the bureau on which he has got an award of compensation.

I immediately went to the bureau and put the proposition up to Col. Cholmeley-Jones and Col. Hallett, in charge of the compensation claims section, and in a few days' time we had an agreement by which they would run us off on their addressograph machine names of the men to whom they were paying awards of compensation, and we had a card printed, what we call Form 553, and we sent them over to the bureau, and they ran them through their addressograph machine, and that gives the man's name, his last known address, and how much compensation he is getting. We send those cards to the various districts, with the instruction, "That you are to accept this card as proof, not evidence, but as proof, first, that the man was honorably discharged from the service. If he was not, he would not get his compensation from the bureau. Second, that he had a disability incurred or increased or aggravated by his service, or traceable to it; if he did not, he would not get his compensation. In other words, we accept as absolute proof the award of any civilian department of the Government that a man was honorably discharged and that he had a disability. Then we instructed every district vocational officer to make an investigation to see whether or not that man was entitled to section 2 training, but, on the basis of the card, to immediately state to him that he was entitled to section 3 training, even if he was not entitled to section 2. We further instructed the district officers, in the case of these men who did not have a certificate of medical examination by the Public Health Service, to send their clerks over to the United States Public Health Service and pull their files and get the medical examination and send them so that we could act on their cases without asking for more. That was not done until this eligibility squad was sent out some time during the first of March, but the bureau is now furnishing us with awards as they are making them from time to time.

Mr. TOWNER. We will have to adjourn at this time until 10 o'clock Monday morning.

(Whereupon the committee adjourned until Monday, May 3, 1920, at 10 o'clock a. m.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Monday, May 3, 1920.

The committee met at 10 o'clock a. m., Hon. Simeon D. Fess (chairman) presiding.

TESTIMONY OF MR. UEL W. LAMKIN, CHIEF, DIVISION OF REHABILITATION, FEDERAL BOARD FOR VOCATIONAL EDUCATION—Resumed.

The CHAIRMAN. Mr. Lamkin, on Saturday, I believe, you were in the process of giving testimony and had not finished?

Mr. LAMKIN. Yes, sir.

The CHAIRMAN. You may resume your testimony now.

Mr. LAMKIN. Mr. Chairman, I think I had gotten Saturday to our relations with other Government agencies, particularly in Washington. I had stated that I thought they were more friendly and that we were in closer cooperation now than we had ever been. Of course, the three agencies that deal with the soldiers are the Bureau of War Risk, the Federal Board, and the Public Health Service, and they have to be in close cooperation.

I stated Saturday that we had extended that cooperation throughout the districts and that in four cities we were now in the same buildings, and in two cities we would be in the same buildings very shortly.

Our relations with other agencies aside from those Government agencies are very harmonious at this time. The American Red Cross is particularly valuable. The American Red Cross has a work to do which is sometimes confused with the work which Government agencies do. However, it does a social-service work in the aftercare of not only disabled men but other ex-service men who are economically distressed—not physically, but economically distressed. Those, of course, the Federal Board has no authority to assist. The work of the American Red Cross is very largely with the families rather than with the men themselves, although loans are made to the men on occasions.

You had detailed here with a good deal of exactness our relations with the Benevolent and Protective Order of Elks. I think the committee, the Congress, and the American people all agree that the Elks have done a very remarkable and commendatory piece of work.

Our relations with the National Catholic Work Council have been very friendly; in fact, they have put at our disposal hospitals with whom they had contracts which enabled us to take care of some men

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whom we could not otherwise have taken care of because of the fact that the hospital facilities were not available, and their disabilities did not occur in the military service.

I think our relations with the American Legion are better than they have ever been. The cooperation with the American Legion started some time ago.

On the 7th of November, 1919, the following letter was sent to the district vocational officers, to all of them:

Under arrangements entered into with Mr. Charles P. Sheridan, national war risk officer of the American Legion, district vocational officers will forward to the State chairmen of the various States in their districts complete lists of all men in the respective States who have been approved for training, but who have not yet entered upon their courses of instruction. Supplemental lists are also to be sent from time to time at reasonable intervals as additional men are approved for training.

The idea was to get word out to the American Legion posts that this man had been approved for training and to get into personal touch with him, which the board recognizes is necessary if the man is to take advantage of the opportunities offered to him.

A sufficient number of lists should be furnished to the State chairman in order to provide one for each local post. The number of copies required in your district (Boston) is indicated as follows:

	Copies.
Maine	75
Vermont	80
New Hampshire	70
Massachusetts	235
Rhode Island	35
Total	495

The American Legion representatives have agreed, on their part, upon receipt of the lists of approved men to send a copy to each local post, together with a copy of the inclosed letter and any further instructions which may appear locally advisable. Supplemental lists will be distributed in like manner.

It is hoped by this means to stimulate acceptance of the benefits offered to disabled men by the Federal Board and largely reduce the number who have been approved for training, but who have to date not entered upon it.

Instruction No. 74, as I remember the number, provides that similar lists shall be sent to the American Red Cross division chapters and to the Veterans of Foreign Wars; and it is stated in Instruction No. 74 that the list should give the name of the man, his post-office address, and if desirable, the probable course for which he has been approved. The service and information section of the War Department is also notified so that we can use these various cooperating agencies to get the word over to the man that he is approved for training and to explain to him the benefits which are his under the law.

We are calling in the several States, or asking the American Legion to call in the several States, conferences of what we call vocational-training officers to be appointed by the local posts. This is provided for in Service Bulletin No. 8 of the American Legion, submitted by Commander D'Olier. I think it is not necessary to put that in the record in full. If anybody wants to ask for Bulletin No. 8, the American Legion will be glad to give it to them.

The CHAIRMAN. You can identify it in the record, Mr. Lamkin.

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Mr. GODWIN. Yes, sir; that is a guess.

Mr. ROBSION. Have you any idea of the number when you went into the office?

Mr. GODWIN. We were handling over 800 cases through that office since October or handling them now in process.

Mr. ROBSION. From the time you went there in October up to this time as many as 800 men have made application?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. Have made application up to this date?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. How many of those cases have been disposed of?

Mr. GODWIN. That would be another guess.

Mr. ROBSION. Let us have another guess.

Mr. GODWIN. I would say, roughly, 400 of them; 50 per cent.

Mr. ROBSION. You are not maintaining your 80 per cent?

Mr. GODWIN. We can not get to that; we have not had the physical force there to do it.

Mr. ROBSION. I am not asking the reason, I just wanted to find out the condition. Perhaps, you better speak to the central office in Washington.

Mr. GODWIN. No; they are doing what they can.

Mr. ROBSION. Mr. Munroe testified yesterday that there were $10,000,000 available to the central office that had not been spent.

Mr. GODWIN. We never appealed to the central office for anything that they have not quoted the law on us.

Mr. ROBSION. Does the law provide that you can not pay a stenographer more than $100 a month?

Mr. GODWIN. That is my understanding.

Mr. ROBSION. You have read it and make that statement?

Mr. GODWIN. No; I have not read it.

Mr. ROBSION. Did they write a letter that the law, not their ruling, but the law, not their order, provided that you could not pay a stenographer more than $100 a month?

Mr. GODWIN. I have not the letter before me and I can not say.

Mr. ROBSION. Let us go back to the first principles. The important thing is to get training?

Mr. GODWIN. That is it.

Mr. ROBSION. If he is not getting it this committee wants to find out why he is not getting it, and if Congress is to blame let them bear the blame, and if the central office is to blame I want to put it on them.

Mr. GODWIN. That is right.

Mr. ROBSION. If you are to blame, I would like to see it put there.

Mr. GODWIN. I will take my share.

Mr. ROBSION. There are 800 in your department?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. And you think that, perhaps, 400 have been disposed of?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. Of course, that leaves 400?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. What have the 400 fellows been saying?

Mr. GODWIN. Some of them have been saying ugly words.

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Mr. ROBSION. Have they written some ugly words?

Mr. GODWIN. A few of them, not very many.

Mr. ROBSION. You have read two or three very nice letters and I am glad you have.

Mr. GODWIN. Yes, sir.

Mr. ROBSION. They show appreciation and that you have done some good?

Mr. GODWIN. Yes, sir.

Mr. ROBSION. Have you any letters of the fellows complaining of this bureau?

Mr. GODWIN. I have not one with me, but I remember the substance of one of the letters. The young man is now in the Kansas University at his own expense, pending the decision of the board.

Mr. ROBSION. Pending his decision?

Mr. GODWIN. Pending the decision of the board. He is in the Kansas University at Lawrence. Just a few days before I left he wrote and said that he was getting along fine and sent his schedule of work in the university to show what he was doing and said that he had no complaint whatever, though his case had been delayed—he had no complaint to make against the Federal board.

Mr. TOWNER. The committee will adjourn at this time until 2 o'clock this afternoon.

(Thereupon, the committee took a recess until 2 o'clock p. m.)

AFTER RECESS.

The committee reassembled, pursuant to recess, Hon. Horace M. Towner presiding.

STATEMENT OF MR. WILLIAM M. GODWIN—Resumed.

Mr. TOWNER. The committee will come to order. Do you desire to make any additional statement, Mr. Godwin?

Mr. GODWIN. I may have one or two short statements to make, Mr. Chairman. With reference to the figures in the vocational summary, it occurred to me just as I was leaving the room a while ago that those figures bring us up within the vacation period during which time all of the educational institutions are closed and there could be no people inducted into training during that period, and I suspect that if the figures were for October and November that there would be a different story. I would like to call attention to another fact that in July, about the 9th of July, I think it was, I was directed to leave my post at Fort Riley and go into the St. Louis office, and when I arrived there I learned orders had issued suspending the work for a few days because of something that was going on here, and so it was some two weeks, I believe, after I returned to Fort Riley to my work at that time.

Then there was another matter further with reference to the men who refused to take training. When I was in the St. Louis office a day or two ago on my way here, a few days ago, a man came in who had been some months in the hospital and wanted to know why he had been assigned to training. I looked up his record, and he had been assigned to the hospital again, and he had refused to go,

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and Mr. Stott, the vocational adviser in the St. Louis office, and I were talking to him. He said that he did not want to go to a hospital, as it would take him four or five months, probably that long, to recover, and I had told him he had better do it. It was suggested to him that he had better be in the hospital a year, and be on the ground the balance of the time, but he seemed to think that he wanted to get away from the hospital and into training, although the doctor advised it, and there is no dissention of opinion among the board that he ought to be in a hospital rather than in training. I have found a number of men of that kind.

I want to say also that while I was in the St. Louis office a young soldier came in and was surveyed and accepted section 3 training, and within an hour was assigned to section 3 training. I saw that in the St. Louis office just a few days ago. I thought I had the man's name here, but I do not see it just now. Those are about all of the additional statements that I have to make. There are instances like those I recited this morning which have occurred almost dozens of times almost every day since I have been with the service, and it is not worth while to repeat them.

Mr. ROBSION. I wish you would state how many and who it is you have in the Kansas City branch?

Mr. GODWIN. When I left there Mr. George W. Kirk was the supervisor of training. Mr. W. I. Potter was the supervisor of placement, assisted by Mr. J. C. Neitzel, and I was vocational advisor. We had one stenographer there—Miss Evans—who was a very competent young woman, and I wondered why she stayed with us, because she could have stepped out of that office any day and gotten $50 a month more than she was being paid.

Mr. ROBSION. Outside of the stenographic help, you have sufficient force to handle it?

Mr. GODWIN. In placement; no, sir. Mr. Potter needs two good assistants.

Mr. ROBSION. I think you are in error when you claim that the law limits the stenographer's salary to $100.

Mr. GODWIN. It has been my advice, and I told you I did not read the law.

Mr. ROBSION. I am not blaming you for that. You are not responsible for that. But I have been somewhat struck with the situation that arises here. Quite a number of the staff at New York testifying here claimed that they are short of help, but under the law they could have all the stenographers and clerical force they needed and had plenty of them and could have had under the law, but they could not use up all the funds provided for stenographers and clerical help. Now, you put it on the other ground that in your office you can not get sufficient help.

Mr. GODWIN. My information was we were limited to $100 for a temporary stenographer; we could not get them at that price that could do the work.

Mr. ROBSION. How many of these 400 men that you think have been passed up for training have been actually placed in training, in your opinion?

Mr. GODWIN. You want my opinion and guess?

Mr. ROBSION. Yes.

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Mr. GODWIN. I do not believe it would be worth much, because when I survey a man, get him in full sympathy with us and we with him, he is then turned over to the supervisor of training, and I keep no record.

Mr. ROBSION. What is your best estimate?

Mr. GODWIN. My best estimate is that 90 per cent of those who will accept training at this time are in training.

Mr. ROBSION. Have any of them completed their training?

Mr. GODWIN. Yes, sir; some have completed their training and are in placement.

Mr. ROBSION. And upon what terms do you put them in placement training?

Mr. GODWIN. Mr. Potter takes them. He finds the job for which they have been prepared and puts them on the job just the same as if they were still in the institution of the training.

Mr. ROBSION. Do they get paid?

Mr. GODWIN. They are paid by the board.

Mr. ROBSION. Is that the only pay they get?

Mr. GODWIN. Sometimes I understand that their employers pay them some.

Mr. ROBSION. Are they put in business enterprises in groups?

Mr. GODWIN. That is outside of my department. I do not know, but I think not.

Mr. ROBSION. You took occasion to explain the reason of the small number of cases that have been passed upon as compared with the lists read by Mr. Burroughs by stating that last August was the vacation season.

Mr. GODWIN. June, July, and August, generally.

Mr. ROBSION. Would that have anything to do with passing on a man's case?

Mr. GODWIN. No, sir.

Mr. ROBSION. So these figures that Mr. Burroughs read in that report simply deal with the number of persons who have registered and the persons whose cases have been passed upon, did it not?

Mr. GODWIN. My understanding is that it was the ones who had been placed in training.

Mr. ROBSION. Your figures did not relate to persons placed in training, did they?

Mr. BURROUGHS. Those total figures that I read represented the total cases surveyed, and then the other figures on the same date represented the total number that had actually been placed in training.

Mr. GODWIN. That is my understanding.

Mr. BURROUGHS. Was that correct? May be I am not right in that. Perhaps it was the number that had been actually recommended to the case board.

Mr. ROBSION. I would like to get it. I understand the board did not give the figures of cases that have been passed upon and recommended either for section 2 or section 3 training.

Mr. GODWIN. The record will show that.

Mr. ROBSION. I developed again right along that line after I took you by making a comparison showing there that you had 6,000 cases

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registered when you went there in July, and when you gave the last figures in August there was only about 2,000 in training, and after the 80 per cent perhaps there were 2,800 whose cases had not been passed upon in the four months.

Mr. GODWIN. The records will all show that.

Mr. ROBSION. So, if Mr. Burroughs was merely reading the figures in the cases that were passed upon and not in training, then your observations about vacation would not apply at all to them. In other words, the matter of the vacation going on in the country in the schools would not interrupt the work of passing on the cases in determining whether or not a fellow would have training, would it?

Mr. GODWIN. No, sir.

Mr. ROBSION. You spoke of some young man that had written a letter of complaint that was in a university at his own expense.

Mr. GODWIN. Yes, sir.

Mr. ROBSION. Waiting on his case. How long had he been waiting?

Mr. GODWIN. His case, I think, was taken up in January or February of this year.

Mr. ROBSION. When did you get the letter?

Mr. GODWIN. I would say about the first of April.

Mr. ROBSION. What was holding his case up?

Mr. GODWIN. The question as to whether he is a section 2 or section 3 man.

Mr. ROBSION. You have the power in Kansas City to pass on that question, do you not?

Mr. GODWIN. No, sir; that is a matter that is fixed by the medical board in St. Louis.

Mr. ROBSION. St. Louis has the authority to pass on that?

Mr. GODWIN. St. Louis has the power; yes, sir.

Mr. ROBSION. Why is it that it would take three or four months to pass on that boy's case?

Mr. GODWIN. Really, I do not know.

Mr. ROBSION. Now, that is not the only letter of complaint that you received at the Kansas City branch, is it?

Mr. GODWIN. No; I think I have received about three others besides that.

Mr. ROBSION. What was the tenor of those letters?

Mr. GODWIN. They were wondering why their cases could not be decided.

Mr. ROBSION. But you have demonstrated to the board here from your actual experience that cases can be and have been passed on in a short time, have you not?

Mr. GODWIN. Yes, sir; they can be and have been.

Mr. ROBSION. That is all.

Mr. TOWNER. Mr. Lamkin, do you desire to take the stand at this time?

Mr. LAMKIN. Whenever you are ready.

Mr. TOWNER. You may proceed, then.

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STATEMENT OF MR. UEL W. LAMKIN, CHIEF DIVISION OF REHABILITATION, FEDERAL BOARD FOR VOCATIONAL EDUCATION.

(The witness was duly sworn by the acting chairman.)

Mr. TOWNER. Give your name and address to the stenographer.

Mr. LAMKIN. My name is Uel W. Lamkin; my legal residence is in Missouri, and my present residence is in Congress Hall Hotel, Washington, D. C., which is my present address.

Mr. TOWNER. What is your present position with the Federal board?

Mr. LAMKIN. Chief Division of Rehabilitation.

Mr. TOWNER. When did you enter upon your duties?

Mr. LAMKIN. As chief?

Mr. TOWNER. Yes, sir.

Mr. LAMKIN. September 15, 1919.

Mr. TOWNER. What was your prior occupation?

Mr. LAMKIN. May I make rather an extended statement about that?

Mr. TOWNER. Just as you choose about that.

Mr. LAMKIN. I spent most of my life in administrative school work. That is what my chief occupation has been, although my education was for law. I was admitted to the bar and went back to school administration immediately upon admission. On account of the economic conditions facing school-teachers, I went into business and was in business in September, 1916, when the State superintendent of schools of the State of Missouri died. The governor of Missouri, without solicitation on my part, appointed me to succeed him. I was State superintendent of schools at the outbreak of the war. I would like to make this statement because of the background, which may be valuable in your considering all the phases of the administration of the rehabilitation act. Before the war was declared the schools of Missouri had started on a food-production campaign that, I think, was not excelled by any State in the Union. During the war I did my part as a State official. I am now 43 years old and was then 41. I did not see military service, although I made inquiry as to enlisting and was told that I might get a place in the Army, detailed to Washington. There was no chance for any overseas service or any active service, and I remained where I was. I claimed no exemption, although a State officer, although married, and with a boy whose physical condition has always given us a good deal of concern. As State superintendent of schools it was my privilege to take a very decided stand in regard to the teaching of foreign languages in the elementary schools of the State, and whether anyone agrees or disagrees with my position on that subject, I lost enough votes in the counties where the German language was the language of the playground to make a difference in the election. Just after the election, in which I was defeated for reelection in a popular vote of about 1,000, while the head of the ticket—I being in second place on the ticket—was defeated by 36,000, the then Chief of the Division of Rehabilitation, Dr. Chandler, wired me asking if I would take charge of the St. Louis office of this board. I agreed to do so.

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Early in January I became district vocational adviser in St. Louis. I remained there until the 1st of July.

Mr. BURROUGHS. What year was that?

Mr. LAMKIN. 1919. I remained there until the 1st of July, 1919, when I was asked to come to the central office as field organizer. I came. My first assignment was to Philadelphia to succeed Dr. A. J. Roland who was resigning to enter into industrial education work in the city of Milwaukee. I was in charge of the Philadelphia office until the new district vocational officer was appointed. If I remember correctly, Mr. Charles E. Cullen was appointed in Philadelphia about July 23, 1919. I was there until the latter part of July.

Mr. Arthur W. Griffin was being replaced in New York at that timew hile Mr. S. E. Farwell was being transferred to the Boston office. I was asked to take charge of the New York office during the interim of 10 days. I did so and was in charge for 10 days in New York until Mr. Farwell reached there. I then was in the field until the 15th of September. I think I got back to Washington the 11th or 12th and assumed charge of the Rehabilitation Division of the Federal board on September 15, 1919.

I am very glad in this investigation, Mr. Chairman, to answer any questions that I can, but I would like to have it remembered that prior to September 15 my testimony will have to be as a district officer or will have to be taken from the records as I find them in the central office. Since September 15, 1919, I shall be glad to testify concerning my relations as Chief of the Division of Rehabilitation.

Mr. TOWNER. I think the committee will be glad to have you state in your own way the conditions as you fonud them to exist here in Washington at the time when you assumed charge of this rehabilitation work.

Mr. LAMKIN. Now, Mr. Chairman, I hardly know just how to answer your question. I think in order that this committee should get a comprehensive view of the whole situation some statement and explanation should be made concerning the work of the board and the organization of the board, as a whole, if you would care to have that done.

Mr. TOWNER. We will be very glad to have it.

Mr. LAMKIN. Then I shall be very glad to tell you what the situation was as I saw it here when I came.

I have here a chart showing the organization of the office.

Mr. TOWNER. We would like to have that. I think the committee would like to have that inserted in the record.

Mr. LAMKIN. I will be very glad to do that and I have here several copies.

(Mr. Lamkin distributed copies to each member of the committee.)

Mr. TOWNER. I think that will enable your testimony to be followed more intelligently.

(The chart referred to follows.)

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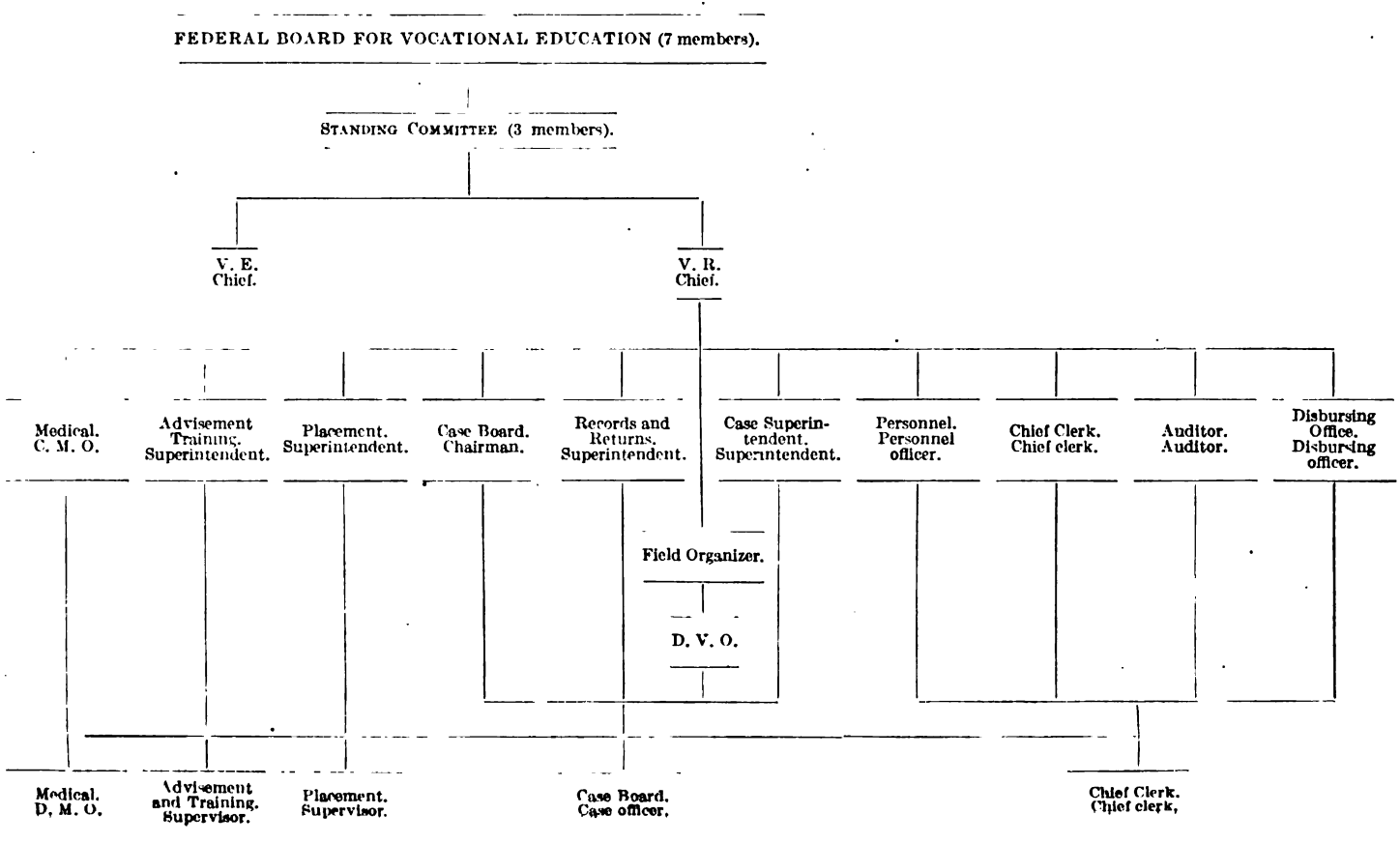

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Mr. LAMKIN. The Federal Board for Vocational Education, as has been stated, is composed of seven members. The active members who are on the job all the time are the members of the standing committee, three members. The work of the board falls under two heads, for which there are separate chiefs of divisions and separate appropriations, entirely distinct and separate work. One is the Division of Vocational Education and the other is the Division of Vocational Rehabilitation. The work of the Vocational Education Division, as you know, has to do with the cooperation with the States in promoting vocational education among the schools. The vocational education is the division which is established for the purpose of rehabilitating the disabled soldiers, sailors, and marines. The executive officer of the Vocational Rehabilitation Division is called the chief.

I may say that the executive officer of the whole board, prior to my coming, was called a director. That man was Dr. C. A. Prosser, who resigned October 1, 1915. He acted as executive of the standing committee for both divisions, but since Dr. Prosser's resignation there has been no director, but there have been two chiefs. The chief has as assistants in the central office the chief medical officer, a superintendent of advisement training, a superintendent of placement, a case board, which is headed by the chairman.

I will discuss what the superintendent of records and returns and the case superintendent do a little later, if I may. There is the personnel officer and the chief clerk, the auditor, and the disbursing officer. The corresponding officer in the district is called a district vocational officer. Personal contact with the district vocational officer is made through the field organizers, of whom we have two. These two field organizers are Mr. R. T. Fisher, who was district vocational officer at San Francisco, and Mr. W. F. Shaw, formerly district vocational officer at Cincinnati.

In the district you will find the district medical officer, the supervisor of advisement and training, the supervisor of placement, the case officer, the case board, and the chief clerk. You will find that where we refer to the superintendent of advisement and training it refers to a man in the central office, whereas when referring to the supervisor of training it refers to the man in the district office.

The chief medical officer has, of course, supervisory control only and is the advisor, I should say, as well as supervisor, over the district medical officer. It is the same with the supervisor of advisement and the superintendent of placement. The functions of the case board, records and returns, and the case superintendent are combined in the district under the case officer. The functions of personnel clerk, chief clerk, and auditor and disbursement officer are in the districts under the chief clerk. The supervisor of advisement and training, for instance, keeps in touch with the various educational opportunities in the various districts. He also acts as a clearing house for all questions of advisements, and helps to direct the vocational advisors in the field in their contact with the men. He also has general supervision over the work of follow up of the men in institutional training, as we call it. I do not like the words institutional training. I would like to say training in institutions rather than to call it institutional training. At

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the conclusion of it the men are turned over to the placement section. The placement section has a double duty. In the first place, it supervises the instruction of the men on the job, or, as we call it, in placement training. In the second place, after the men have been trained in institutions, it is the placement sections duty to see that they are placed in employment and that they can "carry on" in employment.

The case board in both district and central office passes on the cases on the legal evidence, in the first place, and in the second place, as to whether or not the recommendations of the advisors are sound. The records and returns section of the central office, as you can readily surmise, is the department that has charge of the records that are sent in here. The case superintendent in central office passes on matters concerning dependency and claims, and keeps records as to whether or not the man has been in training for the period for which he is placed, and passes on legal questions. He is legal advisor as well as case superintendent. The personnel officer has charge of the personnel of employees in the central office. The chief clerk has charge of the property of the board, of the file room, and performs the ordinary duties of a chief clerk. The auditor or accounting officer is the person who audits the accounts and the disbursing officer pays them.

Now, in the districts, Mr. Chairman, we have similar organizations, except that they are in direct touch with the men. You will notice that the medical officer, supervisor of advisement and training, and the supervisor of placement are similar. Our central office case board has been reduced in the past few months from about 25 or 26 men to 8. Within the next week or so it will be reduced to two or three at the outside. The reason for the reduction is that we are putting the functions of the case board, practically all of them, more largely all the time in the hands of the districts, so that our case board in the central office will pass only on cases that are appealed from the districts here. If the district says "yes" to the boys, the board will stand back of it; and if it says "no" the boys have the right to appeal to the central authorities. The chief clerk of the district performs, as is noted on this chart, duties which correspond to those of chief clerk, auditor, disbursing officer, and personnel officer in the central office. We have not yet decentralized our audit and disbursing functions of the board. There is reason for it. In the first place, I have felt that it was more important to decentralize the other functions first. In the second place, Treasury regulations are rather technical and difficult to meet, and we have not 14 men who know Treasury regulations whom we can place in the 14 districts, and we can rely upon to see that the legal requirements are met, and we have to keep a hand on that part of the work here in central office until we can ge the men and get them trained and put them in the districts. The records and returns will be kept, at least, for a while here, because of the fact that the numbers of men in the several districts are not large enough to justify the overhead of 14 statistical agencies, and so one is kept.

On the other hand, the functions of the board so far as passing on the cases of the men, the advising with them, of approving their training, of putting them in training, of supervising them and following

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them up while in training, of seeing that they are employed and properly employed, is delegated to the districts, and central office expects to maintain solely the supervisory function which was so well described by some witnesses here, and which I am sure the committee as well as the board approve. Shall I go on?

Mr. TOWNER. Yes.

Mr. LAMKIN. I would like to discuss as briefly as I can the functions of some of these men in the several districts. I believe this committee is trying to get a comprehensive view of the whole situation.

In the first place, the first man to pass on a case, that the boy comes in contact with, is the vocational advisor. Ever since we could get into hospitals we have had men in the hospitals. I had some work here in central office for Mr. Godwin to do, and have had him at work on it when he was here. I called him in for that work, and in order that he might tell you what was being done and what had been done in the hospitals in the St. Louis district. You understand, of course, that the St. Louis district is but 1 of the 14 districts of the country. The districts were established by the board and rather closely follow the districts of the United States Public Health Service and the National Red Cross.

I understand that the Director of the Bureau of War Risk Insurance is asking for authority to establish branch offices, district offices, through the Wason bill, which expects to follow these district lines. In addition to the offices we have certain branch offices in the country. The statement has been made that we have not had any branch offices or do not have any branch offices.

Here is a map showing by the red dots where we have branch offices in the United States; the green stars are our district offices. In the State of California there are some of them, which are marked with black crosses. At those places we are not paying rent. We are paying men for "piecework," as you may call it. We are paying them 95 cents an hour, so that we can call upon them for service at any time when in need. We have in addition to that 16 men situated in various parts of the State of Montana whom we are employing at a dollar a year, so we can call upon them for work if necessary. We have men stationed all through the State of South Dakota at this time. We are planning to have similar ones stationed throughout all the States in district No. 5. These men are recommended to us by the American Legion, the Veterans of Foreign Wars, or the American Red Cross.

You may be interested in that. I think Mr. Munroe put a list of the branch offices in the record yesterday.

I would like to insert, Mr. Chairman, if I may, in the record, a statement which I thought I had right at my hands showing when these branch offices were established, showing they were established as early as December, 1918. I thought I had it right at my hand, but I will insert the statement later.

This vocational adviser is one of the staff members, as we call him, of the district offices in all the branch offices. I may say in that connection, in reference to Mr. Godwin's testimony, that there is no lack of money for the employment of stenographers. I do not remember that the matter has been put up to me. My judgment is that the difficulty is that we can not get competent stenographers certified

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from the civil service at $1,200. You understand, Mr. Chairman, that the civil service will certify stenographers to the Federal Board at, say, $1,200, and will certify them to the United States Public Health Service at $1,200, and they will draw the bonus in the United States Public Health Service, the $240, and will not draw it from us. Consequently they will go to the United States Public Health Service, and until they serve the probationary period of six months we can not meet them on equal salary terms. However, we want it understood that we are making arrangements with the Civil Service Commission so that they will certify them to us at the base salary plus the bonus, so that we can pay them $1,440 instead of them being paid $1,200 and the $240 bonus. The psychological effect probably is not quite as good, because the clerk likes to get something for nothing in the way of a bonus, although they get the same amount of money. From the viewpoint of our appropriation it is not quite as good, because that is the large question of whether the overhead, the $1,440, and the $240 bonus will be charged against our overhead, and as all of their services were to be paid out by the different appropriations, the charge against their appropriations and that service, the money comes from the same sources, and we do not believe that Congress is going to be antagonistic at all in the matter of appropriations that are necessary to carry on this work.

The vocational adviser, as I say, is the first one of the staff to meet the soldier. We fill these staff positions subject to later qualification by the Civil Service Commission.

On the 3d of March I had a letter from the Civil Service Commission of which I will read only the first paragraph. I do not wish to burden the record with too much.

In view of the fact that boards had ample registers of eligibles resulting from examinations for training officers, training assistants, placement officers, and assistant medical officers, no further temporary appointments to those positions will be authorized outside of the register.

So we are filling our staff places as we have to have them from the regular civil-service register. We are assigning them to certain districts. The way they are assigned is something like this: We appoint Mr. A. B. to the position as training assistant or training officer. He is sent out to the Chicago district. The district vocational officer at Chicago is authorized to use this man as he sees fit for a period of one or two or three weeks. If he wants him permanently assigned to the staff he can have him. If he does not want him, if he is not satisfactory, he will be moved somewhere else. So, with that understanding, the district vocational officers are free in the selection of their men, as far as the clerical positions are concerned, since the 1st of October. Each district vocational officer has been authorized to employ not to exceed so many clerks, stenographers, at so much money per clerk or per stenographer. They must abide by the civil-service regulations. Further than that the central office has exercised no jurisdiction and proposes to exercise no jurisdiction. It is not necessary for me to say that in any administrative Government office there are constantly requests being made for transfers from Washington to various positions in the field and from one part of the field to another. These matters are always referred to the district vocational officer. If he approves the transfer is made. If he does not approve the transfer is not made. Since

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the 15th of September, and I am sure before that, there has not been any clerk sent to a district that was not acceptable to the district vocational officer.

The vocational adviser surveys the man. Survey is simply putting on a piece of paper what you can find out about the man's past history, his education, his disability, his preference, and his opportunity for employment. We heard in the early part of this hearing, Mr. Chairman, Mr. Blanton, I believe it was, discuss the ideas which the committee had in framing the legislation. In other words, they wanted to do the best thing they could for each one of the boys. I am sure that has been the attitude of the board. There have been five principal things to take into consideration. In the first place, we have to find out his previous education. It is not necessary for me to say to you that these boys are coming to us ranging from illiterates to college graduates—from the man who never saw the inside of a school to the man who carries a doctor's degree. The second thing that we have to consider is the matter of their previous industrial experience, and we have men who have come to us and know nothing but the ordinary day labor, as you would call it—the man who worked at a wage all his life, or, at least until he went into the service. We have the fellow who had never had any industrial experience of any kind, but was a student. We have the man who has been a corporation lawyer, or a specialist in eye, ear, nose, and throat surgery.

The other thing which we have to consider, and it is the most difficult of any of them, Mr. Chairman, is the question of the man's disability. They vary in degrees of disability from the man who has lost his members in the amputation cases down to the fellow who has become very slightly disabled and possibly has practically no disability at all. Some of them were rated to us by the Army surgeon as 5 per cent. You are interested, and you may be interested now in this, Mr. Chairman. Let me put it this way, that 25 per cent of the persons to whom the Bureau of War Risk Insurance now awards compensation were discharged with no particular disability, and that makes the problem exceedingly difficult. The number of what you might call "basket" cases is very small, indeed, and I think the American people should be extremely thankful that it is so, and that there are so few cases who have lost both arms and both legs and both eyes. So far as I have heard, I have heard of none who have lost all of those. The blinded cases are small in number, comparatively speaking.

Those two things, Mr. Chairman, I would like for the committee to remember. When you were speaking about training we usually think about schools and colleges. Well, the great majority of these men are not of college-grade education. When you are speaking about disabilities, we instinctively picture in our mind the fellow with the leg or arm off. I would like the newspapers of the country to find me the men who have suffered major amputations. I am willing to say that no one who has suffered a major amputation and who has been outside of the hospital 48 hours has not been offered vocational training. In any such case I will guarantee that within 24 hours he will be offered vocational training if it is called to the attention of the central office.

There are two other things that should be considered, fourth, the man's preference concerning what he wants to do. You know and

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I know that in dealing with boys very frequently they want to do things that they are not capable of doing. The statement was made to me the other day that in one of the New York universities, I do not like to put the names in the public record, but in a New York university there are a number of men who they say wanted to be public accountants. They will never become accountants, but would make good bookkeepers. They have not had the education and business background for certified public accountant. We gave them the opportunity and now will have to drop them back into first-class commercial schools to make good bookkeepers of them. The fifth thing and the last to be considered is the man's opportunity for employment, his employability after he has been trained. Personally, I think that any man who is properly trained can get a job. The difficulty is to see that he is getting the proper training. I personally believe that in America there is room enough for every man that is properly trained to get a job to make a living.

The vocational adviser gets that information. He gets it in as confidential a manner as he can, and he gets it sitting at a table or by his side. It is necessary for me to say to this committee that the man who is to advise the boys, or your boy, or my boy, is worth more than $2,400 a year. I said it last summer when I was here talking to some Members of Congress, and I say it now. Whether or not some men are working for the board at $2,400 a year now is beside the question. He is worth considerably more than that amount of money.

As soon as this information is gotten and the boy surveyed, he is given a medical examination, if we have no medical information on file. If we have a medical history from the Army or from the doctor of thePublic Health Service or the Bureau of War Risk Insurance, that is referred to the medical examiner for rating as to whether or not he is handicapped so that he is entitled to training. The eligibility man who is situated in the district offices is situated there for the sole purpose of determining whether or not the legal evidence on which is based the award of training, which involves the expediture of governmental funds, to see whether or not that legal evidence is in the folder. That legal evidence must constitute, first, some showing that the man was discharged from the Army under honorable conditions; and, second, that he has a disability incurred, increased, or aggravated by his service or traceable to his service; third, that the disability is a vocational handicap; and, fourth, that the training is feasible from a physical and mental standpoint.

That follows the language of section 2 of the vocational rehabilitation act, and in order to legally expend Government money that information must be in the man's folder, and the eligibility man is situated there to see that it is in the man's folder.

The statement has been made that this eligibility man in the district is responsible to the central office. That is true. The reason for that is twofold. In the first place, the district vocational officer says that he would rather have him responsible to Washington for the passing on the eligibility on the legal evidence in the folder, rather than have him responsible to the district office. There is no use of trying to persuade ourselves that there is no pressure brought to bear on district officers to give men training who are not entitled

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to it. I think I would be insulting the intelligence of a Congressman if I would say that he did not understand that. The district vocational officers have said to me, "I want this eligibility man whom you placed here pass on the legal evidence in the folder on which the expenditure of the Government's money is to be charged responsible to the central office and not to me." There is another reason for it. The eligibility man can not be sent out to do any other work if he has any work on these cases before him. In other words, we want him to attend to the business which he is sent out to do, and we have told him he must see that every case that is brought to him is given attention, and we will give him the necessary help.

There is a case board, or a case conference, as we call it, which passes on the recommendations of the vocational adviser. We are reducing machinery, as we have learned the job, so that we can expedite action on these cases. But here is our vocational adviser. I dare say there is no man in the employ of the board who knows definitely the 800 or 900 various occupations within which men are being trained, and you can not expect one man to know them. Consequently, for a review of the vocational advisement, it is referred to this case conference, which is composed of a doctor, who passes on the physical disability of a representative of the training section, who passes on the manner of training, of a representative of the placement section, to see whether or not he can be employed after being trained, and of the permanent secretary, who serves to keep the cases regularly flowing past the case conference. These other men—the doctor, the training representative, and the placement representative—vary; they are changed from time to time. Before a man would be trained in agriculture, for instance, you will call from your training section the man who knows agricultural training to help prescribe the course. If, on the other hand, you are going to place him, after training, in a machine shop, you will call the man from the placement section who knows that occupation to pass on the probability of his future employment. If he is to be a printer, you will call the man who knows printing and knows the trades.

After that is done he is turned over to the supervision of the training section or placement section for his training, which depends on whether he is to be in an institution or on the job. The supervision and follow-up work is done by training officers or placement officers, as he may be in an institution or on the job. The medical follow-up of the men in training is done by the doctor. We are looking after the health of the men who are in training, and our instructions to the districts are to the effect that if a man is taken sick that he must have immediate attention. If it is a recurrence of his war disability the Bureau of War Risk Insurance will pay for his treatment. If it is not a recurrence of his war disability the Federal Board for Vocational Training will pay for it. A man must have immediate attention if he gets sick, and the question of which department of the Government pays for it will be settled later. The money comes from the same source, the Government, and it matters very little so the man gets the attention and gets it at a reasonable cost to the Government.

I have explained to you what placement training means, but the placement section has not only supervised the men who are in place-

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ment training, but after a man completes his training the placement section sees that the man has a job in which he can carry on successfully. If the eligibility officer who is stationed in the central office states that on the evidence which has been submitted a man is not entitled to either section 2 or section 3 training, there is in each district what is called a board of appeals. The board of appeals is composed of the district vocational officer or his representative, the chief medical officer or his representative, and the eligibility man from the central office. If the board of appeals decides or holds that a man is not entitled to the training and he still wishes to do so, he can appeal to the central office for review and decision. You may be interested in knowing that the board of appeals is working nicely and that fewer cases are coming to the central office.

For instance, there were two reports made, one from Boston and one from St. Louis, on the 20th of April, as to how the boards of appeals were working in these two districts. In Boston 56 cases had been appealed from the decision of the eligibility officer. Fourteen of them had decided that the man was entitled to section 2 training out of the 56. Thirty-six had been appealed in the St. Louis district. In 13 of them the board of appeals decided that the man should have section 2 training.

As has been stated before, the district office now has authority to approve cases of training which do not extend more than two years in length and which do not involve an expenditure of more than $500 per year for tuition, transportation, books, and supplies. That is a question of administration, Mr. Chairman. It is an attempt to safeguard the moneys of the United States Government. I do not mean it is an attempt to be niggardly at all; it is not. But when you have two institutions, one of them where a man can get training at a cost of $300 a year, and another one where he can get training at a cost of $600 a year, we want to know why the boy is being sent to the school that charges $600 a year. So far as I know of, there has been no refusal to give the man the training that he should have because of the cost. But we have to set up a liability register, and we have to know how much money these men are costing the Government.

I believe you will agree with me, Mr. Chairman, that there was some crticism at one time of this board, because we did not know how much money we were going to have to have. I want to say that I think in the record of the Senate hearing on the first deficiency appriation bill of 1920, when we made our request for a deficiency appropriation of $20,000,000, that on the estimates which we had then as to the men going into training, if the same number had gone into training, we would have had money enough to come out at the end of the 30th of June just about even. In other words, the estimates which were made were remarkably good estimates for a Government department that is dealing with as uncertain a thing as how many men are going into training. It is sound business when you set reasonable limits on the expenditure of money for tuition and ask that any additional or higher tuition rates be referred to this office for approval.

I may say to you that Mr. Wickersham, when he was here a few days ago, stated that he wrote to me personally in regard to a case

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Mr. LAMKIN. That is what it is, Service Bulletin No. 8. The purpose of these vocational training conferences with the legion is to perfect plans by which not only will the man be told of his opportunity for training but that the local posts and particularly the woman's auxiliary will help follow up these boys after they are in training and see that they keep satisfied while they are in training, which I know we all regard as a particularly important piece of work.

The CHAIRMAN. We have the right to believe that the legion will be more sympathetic about that sort of work than some outside organization.

Mr. LAMKIN. I have no doubt about that, and we are in the attitude, and have been in the attitude, of using the legion as fully as it will cooperate and act.

The CHAIRMAN. Do you find the legion ready and willing to do this or do they receive it as a task that they think ought to be exercised by the board?

Mr. LAMKIN. Some States receive it very readily, and in other States they are slow to take hold. I think in the States that are slow to take hold the difficulty is very largely a financial one in getting their conferences called. Some of the State legion organizations have not much money with which they can call these conferences.

As far as the actual work being done is concerned, I think we should use all cooperating agencies, Mr. Chairman, but I feel very strongly that this is a governmental problem, and as far as the bills are concerned the United States Government ought to pay all the bills contracted with it.

The CHAIRMAN. I agree with you.

Mr. LAMKIN. I believe you will agree with that.

There is one other cooperating agency of which I would like to speak, and that is the National Antituberculosis Association, and I would like to speak of that at this time, particularly in view of the statements made in the testimony of Mr. McMurtrie, in which it was stated that we had not cooperated with the National Antituberculosis Association.

The National Antituberculosis Association created a special advisory committee which did, and does now, serve as an advisory committee to the board on the question of the training of men suffering with tuberculosis.

I think, aside from the question of the rehabilitation of men disabled in the military service, the tuberculosis problem in the country as a whole is recognized as one of the serious problems of America. I remember upon my first experience with a congressional committee a Senator questioned me concerning the treatment, or rather the training, of men suffering with tuberculosis. I think I can speak for the board—I know I can speak for myself—when I say that in the training of these men we expect to follow as closely as we can the advice and suggestions which are given by this organization which is devoting its entire attention to the tuberculosis problem.

The CHAIRMAN. You might be interested, Mr. Lamkin, in having your memory refreshed, if you were not present at the hearing, that

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when the joint hearings were held by this committee and the Senate committee on the industrial cripple bill, a bill that was to add to the rehabilitation of the soldiers, this association to which you refer, the Antituberculosis Association, was very exacting in its demand that the Government do something outside of the soldier work; and you have made an affiliation with that association.

Mr. LAMKIN. Yes, sir. I was not present at that hearing of which you speak, but I am sure they are exacting. As I recall the testimony of Mr. McMurtrie, he stated that we had not followed the suggestions which the National Antituberculosis Association made.

Here is a summary of a report dated June 10, 1919, by the advisory committee on tuberculosis, which is drawn up by the secretary of that committee:

In October, 1918, the National Tuberculosis Association was asked to cooperate with the Federal Board in an investigation of problems involved in rehabilitation of tuberculous soldiers, sailors, and marines. An advisory committee was appointed by the president, with the medical field secretary acting as secretary to the committee.

The work of the committee may be summarized as follows:

1. Unanimous conclusion that every man who has once manifested active tuberculosis must be considered to have a more or less permanent disability. The board of directors of the association, March 5, passed a resolution that a man with proven tuberculosis is entitled to compensation, the minimum rate to be not less than 25 per cent. Copies of this resolution were sent to the Surgeon General of the Army and directors of the Bureau of War Risk Insurance and the Federal board.

That is their first recommendation. Instruction No. 20, under date of the 18th of August, 1919, of the Federal Board, applies directly to that recommendation, that a man shall be considered to have a 25 per cent disability if he is suffering from tuberculosis.

2. Suggested that every award to cases of tuberculosis be subject to possible downward revision after lapse of not less than three years.

Mr. TOWNER. Who was it that made that suggestion?

Mr. LAMKIN. The advisory committee of the National Antituberculosis Association.

Mr. TOWNER. What does that mean?

Mr. LAMKIN. If you will just let me read the next sentence, Judge:

Men should always have opportunity to apply for increased compensation.

That section applies solely to the Bureau of War Risk Insurance and not to the board. In other words, if a man regains his earning capacity the award of compensation is subject to downward revision. As far as the board is concerned, we are considering the man to have a major vocational handicap if he has suffered tuberculosis in the service, and I believe that the attitude of Congress, as well as the board and the American people, is that when you start upon a program of vocational rehabilitation it should be completed.

Mr. TOWNER. Let me make an observation here, Mr. Lamkin. I do not know whether the other members of the committee will agree with me or not, but this is my personal impression. I think that it is very unfortunate from a good many standpoints, after having made an award, to decrease it because a man gets better. It occurs to me that the only fair thing to do is to not put a premium upon a man's remaining always incapacitated, but to give him the initial rate or the larger rate, whatever it may be, until the man is finally dis-

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charged. It occurs to me that is the better and the more liberal and the more defensible policy with regard to the board's action.

Mr. LAMKIN. Well, Mr. Chairman, may I ask the judge to differentiate between the board and the bureau in that respect. As far as the board is concerned, if you will let me a little later I would like to read into the record a letter or two which definitely states that that is the view which we are taking of it. I believe with you that if we say to this man, "You are entitled to training," we should finish the job until he can stand on his own feet.

Mr. TOWNER. More particularly, the matter has been called to our attention from the demotions from the second to the third grade, a thing that in my judgment ought never to occur unless it is a case of fraud or deception or something of that sort.

Mr. LAMKIN. I would like to discuss that. I think we are not far apart on that matter.

Reading from this same report:

3. Compensation should not be withdrawn because of success in overcoming handicap. It was the sense of the committee that tuberculosis should be included among specific injuries of Article III, section 302 (2) of the war risk insurance act.

Again, that is a problem for the bureau and not the board.

4. Recommended that Federal Board exert every effort to secure a clear-cut definition of policy by Bureau of War Risk so that its own policies and program may be stabilized and delays reduced.

That was covered by the legislation of July 11.

5. Recommended that Federal Board make every effort to induce bureau to concentrate in selected sanatoria, so far as possible, the compensable tuberculous cases and that Federal Board provide occupational therapy and prevocational training wherever 20 or more such cases are in one institution.

The Federal Board, of course, has no authority to provide either occupational therapy or prevocational training.

The CHAIRMAN. That is purely by permission of the hospital authorities?

Mr. LAMKIN. Yes, sir. We are going into any Public Health hospital where they have 30 patients. We believe that out of 30 patients, probably 60 per cent of them, or 18 men, will be ready for training.

The CHAIRMAN. But even in that case it must be at the option of the hospital authorities.

Mr. LAMKIN. Yes, sir; some of these boys may be able to take an hour a day, some three or four hours a day, and we are appointing the teachers and sending them in. We are not saying that we have to have one teacher or two or three teachers for a certain number of men; we are going to furnish the teachers that are necessary to do the job, and we are forgetting whether it is "occupational therapy" or "prevocational training" or "vocational training"; it is a job which the Government must do and must undertake as soon as the boy can begin training and carry it through to completion after he gets out of the hospital.

6. Considered inadvisable for the present to attempt to devise a list of occupations which are or are not suitable for the tuberculous.

The CHAIRMAN. Mr. Lamkin, if it would not interrupt you, I would like to know whether the board has had any trouble about getting into the hospitals for occupational therapy.

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Mr. LAMKIN. Considerable trouble.

The CHAIRMAN. You have?

Mr. LAMKIN. Yes, sir; I think that is obviated at the present time.

The CHAIRMAN. That was a phase of the problem that was difficult to get at when the bill was framed. It appeared to us that there ought to be some bedside curative work done.

Mr. LAMKIN. Yes.

The CHAIRMAN. That the prevocational training ought to start in the hospitals, but just how to adjust it so as to have no confusion was a very difficult problem, and finally it was left purely to the option of the authorities.

Mr. LAMKIN. Yes.

The CHAIRMAN. You could go in provided they would admit you, and they could follow up the soldier after his discharge, provided the board would permit it, and it has been a matter of speculation with me as to whether that has worked satisfactorily or not.

Mr. LAMKIN. I think it is working now. It was slow, of course, in getting underway. I would like to make this statement, Mr. Chairman, that in at least one hospital where we found the commanding officer unfriendly to beginning vocational training in the hospital, representations were made to the Surgeon General and a new commanding officer took his place. Consequently we are in that hospital now with a number of patients.

The CHAIRMAN. As Judge Towner suggested a moment ago, it takes the closest cooperation of the two functions to do this work.

Mr. LAMKIN. There is no question about that. In fact, the medical follow-up of men suffering from tuberculosis, after they have been discharged, is one of the most serious problems of the whole reconstruction program.

The CHAIRMAN. That would appear so to the committee.

Mr. LAMKIN. I think we will agree with you that training and treatment should be simultaneous and the follow-up medical care should be simultaneous with training.

7. Recommended a special medical survey form for arrested cases.

That was prepared and is used.

8. A circular on treatment and training for the tuberculous was prepared for use of instruction of vocational advisers. It was first mimeographed and then printed and distributed to camps, Red Cross chapters, etc. Literature to stimulate ambition and determination in the men to reestablish themselves physically and industrially has been printed and distributed.

That has been done.

9. To supplement printed bulletins and leaflets, the committee passed a resolution that direct instruction by a specialist in tuberculosis be provided in the various district offices to include conferences with the district vocational officers and with medical examiners; that an expert on tuberculosis be engaged as an assistant to chief medical officer of Federal board.

That has been done.

10. The committee emphasized the point that any assignment of occupation to a tuberculous man should be considered as tentative only, and that careful supervision by experts is essential. In connection with this, the committee recommended that the board make a survey of Rutland Private Sanatorium.

That was done. The Rutland Private Sanatorium now has a contract with the board by which the training of the men who are

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placed there by the Bureau of War Risk Insurance is begun, and their training is continued in the same institution, except they are transferred over to another building where they keep on in the same shops. under the same medical supervision, until we can complete their training there. So the only difference between a man whose case is not arrested and a man whose cases is arrested is whether he is living in this building or in that building at the Rutland Sanatorium.

11. Recommended the use of the sanitary standards for nonhazardous industries adopted by the committee on shop and industrial sanitation of the Council of National Defense.

They were adopted.

12. Memorandum was prepared setting forth benefits to be derived from the productive vocational workshop for the "industrial convalescence" of arrested cases under proper medical supervision. At its meeting on March 5 the National Tuberculosis Association appointed a committee to confer with the New York committee on tuberculosis of the Charity Organization Society as to possibility of that organization's undertaking the establishment of such a shop. National Tuberculosis Association has agreed to assist financially up to $10,000.

The CHAIRMAN. What is this New York committee?

Mr. LAMKIN. It is a branch of the National Tuberculosis Association.

The CHAIRMAN. It is not governmental.

Mr. LAMKIN. No, sir. They have not yet provided their cooperative workshop which they suggested they could furnish.

13. Memorandum presenting definite plan for the establishment of a colony for arrested or quiescent cases was considered and following resolution adopted:

That it is the sense of the advisory committee that the plan for an industrial community for tuberculous people who are able to work, as presented by the secretary, is replete with interest and deserves further study. It is recommended that the plan be published and that discussion be invited from all agencies interested in the subject.

They have not yet provided the colony.

14. Recommended that there be an after-care secretary in the central office who would put into the hands of the district officers all the follow-up information that can be obtained; prepare proper forms for follow-up reports; and in all ways counsel with the officers on follow-up service. He should cooperate with existing agencies thus making it unnecessary for the board to build up a social service organization of its own.

Mr. TOWNER. That is a recommendation for your action, is it?

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. Have you not done that already?

Mr. LAMKIN. Yes. sir.

Mr. TOWNER. And do you not do that already?

Mr. LAMKIN. Judge, this whole thing was June 10, 1919.

Mr. TOWNER. Oh, I see.

Mr. LAMKIN. And while we have not employed a man whom we call the after-care secretary, it has been because we have not been able to get just exactly the man, but we are doing it through our medical officers. We have a specialist on tuberculosis not only in this office but a specialist on tuberculosis in every one of the district offices, a medical officer who is giving his time to that work.

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Mr. TOWNER. The important point is that somebody should do it. It is immaterial what you call him.

Mr. LAMKIN. Yes. I have read this, Mr. Chairman, in order to show that so far as we have been able to do so, we have absolutely followed the directions and suggestions of the National Antituberculosis Association.

The CHAIRMAN. Those recommendations were made in June, 1919?

Mr. LAMKIN. June 10, 1919.

The CHAIRMAN. And there are a dozen or more of them?

Mr. LAMKIN. Fourteen of them.

The CHAIRMAN. And you have acted favorably on how many?

Mr. LAMKIN. We have acted favorably on all except on that we were to act on.

The CHAIRMAN. And how soon did you act upon them, generally speaking, I mean?

Mr. LAMKIN. I can not answer that definitely, Mr. Chairman, because most of them were acted upon when I got here in September.

The CHAIRMAN. You came here last September?

Mr. LAMKIN. The 15th of September.

The CHAIRMAN. So that they are all in operation now?

Mr. LAMKIN. They are in operation now. We recently had two conferences on the question of tuberculosis, one in New York City along in the first part of February, and the other in Colorado the latter part of February, as I remember, to which an adviser and a medical officer from each district went, and at which the National Antituberculosis Association sent their experts to discuss with these officers of ours the problems of tuberculosis.

Now, Mr. Chairman, there is one other very important Government agency which I would like to discuss just a minute or two, and that is our relations to Congress——

Mr. TOWNER (interposing). One of the most difficult problems that we have to consider, and one of the most difficult problems for any governmental agency that has anything to do with this work of rehabilitation, is the treatment and care and education, so far as possible, of the tubercular soldiers, those who have incurred it during the war or since because of disabilities incurred in the war, and the fact seems to be very deeply impressed, I think, upon the minds of the committee, that there ought to be the most earnest and cordial cooperation between governmental agencies, especially with regard to this class of men, and also with the antituberculosis association which is an outside agency but which, of course, is interested in this work of the Government, and if there is anything that may be suggested by the board that will throw further light upon the matter, I am quite sure, the committee will be very glad, indeed, to have it.

Mr. LAMKIN. I think, Mr. Chairman, the board recognizes the difficulty and the importance of the treatment and training of these tubercular men. You have this other phase or element in it, which makes it even more difficult, and that is the mental attitude of the man himself. In the first place, he is a wanderer. The psychology of the man suffering from tuberculosis is that he can get his health over in the next county or the next State or somewhere else. He wants to change. He wants to move, and tuberculosis authorities state that that is not necessary at all. There is another thing that you have to

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take into consideration, and that is the desire of the man suffering from tuberculosis to be at home, when probably the home is not the best place for him to recover his health. I think it would not be out of the way to make this statement: The Director of the Bureau of War Risk Insurance and I were in Boston along in the first of January and the director was told of a man who was suffering from tuberculosis and had not had care. The director got in a taxicab and went down to the boy's house and persuaded the mother and the boy to let him go to a Public Health Service hospital. The Public Health Service was ready and willing and wanted to help him, but the boy would not go. The boy could not be taken care of at his home. They had no facilities for taking care of him. So the director got him in the taxicab and sent him over to the Public Health hospital and got him admitted where he could get good care. As soon as he got his money under the Sweet bill, he left the hospital and went back home. His mother said she wanted her boy at home and the boy wanted to go.

Now, those are just some problems that complicate the whole situation.

I may say in reference to our relations with Congress, Mr. Chairman, that the standing committee of the board, as I understand it, has been the official representative of the board before congressional committees and before Members of Congress, and as far as my relations as chief of the division are concerned, I have met the individual members only and have been called to committee hearings in one instance only by the chairman of the committee; on other occasions I have gone with the members of the standing committee. I would like to state, however, one or two things which you may want said or may want to be reminded of. The question has been continually raised here about the matter of money and appropriations. I would like to call your attention to the hearings before the Senate committee on the first deficiency appropriation bill on October 17, 1919.

Senator Curtis made this statement:

Senator CURTIS. I think you are wrong about your dates—

I was speaking about how long it took to get a deficiency bill passed—

I think we provided for the War Risk in an urgent bill and urgent bills go through in a rush. The general deficiency bill is the one that is delayed until the last of the session.

Mr. LAMKIN. I can say for the board that if you will see to it that we have the money so that we will not have to make the soldiers wait, it is immaterial to us whether you give it to us at one time or at another time.

The CHAIRMAN (Senator Warren). Your entire board and all the employees under it are satisfied, are you not, that that institution is going to be provided for?

Mr. LAMKIN. There is no question about that.

The CHAIRMAN (Senator Warren). In other words, you are not going to lose your employees because the money is not appropriated a year ahead?

Mr. LAMKIN. Oh, no; we have gone on the theory that Congress is going to see that this work is done, that Congress has given us a definite work to do, and that they will provide us the money to do it.

Now, Mr. Wickersham, when he was here, introduced the statement which I made before the American Legion commanders assembled

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at the Bureau of War Risk Insurance. I could say some things about that meeting, if necessary. The meeting was called by the bureau. The statement was made that it was called by the bureau and the board and the Public Health Service. The board was present for a part of a day, and we had no notice of it except what came indirectly to us, and the American Legion commanders were specifically asked twice in that half day's session to come over to see the board and investigate its working, and so on and so forth, and I think two members came.

Mr. WICKERSHAM. You speak of expense—

This was about the 17th of December, I believe—

Is it the policy of the board to attempt to be economical, or is it the idea of the board to do all it can and when it runs out of money to go back to Congress for another appropriation?

Mr. LAMKIN. That is the policy of the board—to keep the overhead expense as low as possible, to spend everything for it the men need, and go back to Congress for more money if necessary.

Mr. WICKERSHAM. Do you think you will need more money before the year is out in order to permit the fullest possible scope in your board?

Mr. LAMKIN. No question about it.

Mr. WICKERSHAM. Do you contemplate going to Congress and asking for an additional appropriation?

Mr. LAMKIN. I can reply to that by saying that the Senate Committee on Appropriations called for representatives of the board to appear before them. Senator Warren asked the chief of the division as to whether or not it would be satisfactory to the board to give them $5,000,000, or part of the money he said was necessary, and give them the rest later. We replied it did not make any difference to us how they gave us the money, just so long as they gave us enough and gave it to us quick enough, so the disabled men would not have to wait because of lack of appropriations, and Senator Warren assured us they would appropriate all the money necessary.

Mr. WICKERSHAM. You have no information from any congressional source that Congress would not be ready and willing to appropriate any amount of money necessary for this work?

Mr. LAMKIN. Not a particle.

I think that it is just to the Members of Congress, Mr. Chairman, for a representative of the board, at least, to say that the board has no doubt that Congress is going to appropriate the money that is necessary to put the job through.

The CHAIRMAN. We are glad to have you make that statement, Mr. Lamkin, because there is no doubt but what that is the situation. However, it must be understood that the necessity for the money must be made clear, because Congress is not going to make unusual appropriations on speculation.

Mr. LAMKIN. Congress should not do so.

The CHAIRMAN. The situation is such that Congress would not do that.

Mr. LAMKIN. As far as figuring the expense of the work, Mr. Chairman, is concerned, I think you can figure it only in one way, and that is by the acturial method. That is the way in which we have attempted to figure it out. It cost so much per man per month for tuition, so much per man per month for books and supplies, so much per man per month for maintenance, so much per man per month for his traveling expense and for his maintenance while traveling, and so much per man per month overhead.

The CHAIRMAN. Now, upon that basis you made your representations to the committee and asked for how much this year?

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Mr. LAMKIN. For the next year, $90,303,000.

The CHAIRMAN. And it was allowed?

Mr. LAMKIN. And I understand that the sundry civil bill carries $90,000,000. In October, 1919, we estimated that it would take $20,000,000 on that basis, to run us until the 30th of June, 1920, but we estimated at that time, Mr. Chairman, we would have 30,000 men in training in the months of April, May, and June, 1920. I believe those were the three months.

The CHAIRMAN. I have not consulted with the chairman of the Committee on Appropriations but in his opening remarks in presenting the sundry civil bill he reported, I remember, from the floor, $90,000,000 for this work, and I think you are to be congratulated on that because I know of no other item that has not been cut from the amount of the estimate. It has been the business of the Committee on Appropriations to cut wherever they could.

Mr. LAMKIN. I think, Mr. Chairman, the Committee on Appropriations is acting from necessity as well as from wisdom in that matter. We have tried to keep the overhead expenses down. I believe that you will find some criticism is made in regard to the nonpayment of bills, because some are being held up because of what we believe are unnecessary expenses.

The CHAIRMAN. When you are ready to go into it, Mr. Lamkin, although some other members of the board may have gone into it while I was absent, I would like to take up the statement that was made that of an amount of something like $116 expended only about $6 was devoted to rehabilitation.

Mr. LAMKIN. I am prepared to give you a statement of the complete expenditures of the board for rehabilitation work from the date that we began the organization to the 1st day of April which will show you that the total overhead is something less than 25 per cent of the total appropriation; that since the 1st day of last July until the 1st of April—and you told me not to go beyond April, although I can give you the balances—the total overhead is less than 20 per cent, and for the last month or two the total overhead has been less than 15 per cent of the expenditures.

The CHAIRMAN. We want to go into that in detail.

Mr. LAMKIN. I am very glad to give you those figures.

There is one relation with Congress which I would like to discuss very briefly, and that is because the man's name has been brought into this hearing on one or two occasions. When I came to the central office on the 15th of September, one of the first questions that was raised was the question of whether or not Members of Congress and others were receiving prompt replies to their inquiries concerning disabled men. A man had been definitely assigned to that work. I called Mr. U. G. Smith from down in the main body of the office—we were then in Convention Hall and you gentlemen have been there—we had the balcony on which the administrative offices were located, the other offices being downstairs in a great, open floor—and gave him a room and a stenographer, and later an assistant, adjoining or practically adjoining my room, and every inquiry that came from a Member of Congress or came from an American Legion post or came from the Veterans of Foreign Wars or came from the Red Cross or came from an individual was referred to Mr. U. G.

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Smith, and he was told to get a reply back to the person asking for it immediately. Now, if that is a wrong practice, I am willing to assume responsibility for it, but I believe that when a Member of Congress asks any Government agency for information, he ought to have it and have it at once. One day last week I made inquiry and found that not a case that had been referred to Mr. Smith had laid there longer than 48 hours unanswered.

Now, that does not apply solely to Members of Congress, Mr. Chairman, and I deny any statement that is made that a Congressman has to ask, in order to get a decision on a boy's case or that a Congressman gets a decision, "Yes," merely because he asks for it. I do believe that a Congressman, whose constituent has a right to ask him to follow up his case, has the right to get a reply from any department of the Government, and we are going to give it to him; but I want to emphasize the fact that we will give the information just as quickly to the boy or just as quickly to the boy's father or just as quickly to the boy's friend as we will to anyone else who makes inquiry of us.

The CHAIRMAN. In other words, it is not necessary to have a "pull" in order to get action.

Mr. LAMKIN. Not at all.

The CHAIRMAN. Some of the boys who have appeared here, in their testimony, seem to think that in order to get action there has got to be the influence of a Congressman brought to bear. I think you heard testimony of that kind.

Mr. LAMKIN. Yes, sir; I heard testimony to that effect. I think it is impossible and I think it is unwise to say that you will not take any boy's case out of the regular routine if a special inquiry is made concerning it. I remember the case of Frank Hammond, who came here. He testified that Congressman Hicks became interested in his case. Well, Hammond was awarded section 3 training, but if it had gotten consideration he would have been awarded section 3 training without Congressman Hicks's influence, if you want to call it influence, as quick as with it, and I do not believe that the majority of Congressmen are bringing influence to bear. I do not think it is a question of influence. I think they want a decision rendered in the case.

Mr. Chairman, I would like to go into another matter, if I may, that is a source of considerable annoyance and of considerable misunderstanding.

I would like to discuss just as briefly as I can the law and the regulations of the board. The original rehabilitation act, section 2——

The CHAIRMAN (interposing). Mr. Lamkin, before you enter upon that, in connection with the necessity of having a Congressman intercede, may I ask you about a case that has come to my attention from Brownsville, Tex. I think you probably have noted it. It is the case of a man by the name of Joseph Thiesmeyer:

We thought that the case of Joseph Thiesmeyer had been finally settled and that the soldier would be permitted to take training through the Board for Vocational Education. On March 25 the soldier received an order from W. F. Doughty to report to San Antonio, for some cause which he has not yet discovered. Upon his arrival in San Antonio he went to the office of W. J. Bollen and Jourdan, in the Moore Building, these two gentlemen being the Board of Vocational Education in San Antonio.

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I wish to protest to you, and I trust through you to this Vocational Board, about the treatment this soldier received. Bollen and Jourdan acted toward him as if he had been a dirty crook. Regardless of the fact that the soldier was reporting on W. F. Doughty's order, they told him Doughty had no authority to send him there; told him he had no authority and no right to take this matter up with his Congressman, or directly with Washington, and, in their entire demeanor, conducted themselves as if they were paying out of their own personal funds the money for this wounded soldier to get a gainful education, and said to him, when he left, "There is no use in your getting up on your high horse and trying to bull things—sending a wire to your Congressman in Washington will not do you any good," etc.

I referred this to you or to some one to make a report on it, and I have the letter which you sent to Mr. Garner. Your letter was written to Mr. John N. Garner, of Texas, and he has referred it to me. Do you remember that case?

Mr. LAMKIN. I do not remember the case at all, but I will be very glad to look into the matter.

The CHAIRMAN. It strikes me that there is either some misinformation down there or else two members of the board are acting very unwisely.

Mr. LAMKIN. Mr. Chairman, I think you will find there are two sides——

The CHAIRMAN. When I refer to members of the board——

Mr. LAMKIN. I think you will find there are two sides to most of these cases.

The CHAIRMAN. When I said members of the board I meant persons attached to your work.

Mr. LAMKIN. I understand that. I am getting out of my line, but I want to say, Mr. Chairman, that I will be very glad to have you or any member of this committee interrupt me at any time, because I can always get back to my statement.

The CHAIRMAN. You were on that particular subject.

Mr. LAMKIN. Yes. Concerning the question of discourtesy, I will say that nobody is "tied" to any of these places, and if it is shown that any man is discourteous to any disabled man we will separate him from the service; but I want to be shown.

The CHAIRMAN. That is proper, of course.

Mr. LAMKIN. And I shall be very glad to investigate that case and find out just exactly what the conditions are, but as has been stated here time and again, and as you gentlemen realize, the majority of these men are not in a normal mental condition. I do not mean they are deficient, but they have been through an experience that none of us has been through.

The CHAIRMAN. What do you mean by a majority of these men are not in a normal mental condition?

Mr. LAMKIN. I mean the disabled men, men who suffered disability and came back from the service; they are in a nervous condition, at least strained, to say the least about it. The boys, many of them suffered "shell shock."

Mr. BURROUGHS. Assuming that is true, and I think it is true, would that not of itself impose upon the official an even greater obligation to use an exceptional amount of care?

Mr. LAMKIN. I think there is no question about that, Mr. Chairman. Again, let me remind you that when you take everybody who comes from the civil service and passes an examination making

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70 per cent or more, you will not always get men who can keep their tempers, and a man who would be all right if entirely normal would magnify little things until they have a very different and disagreeable meaning.

If you have no objection, I should like to discuss, as briefly as I can, before a committee composed largely of lawyers the law.

The original vocational rehabilitation act, not the one which you have, but the original act, passed in June, 1918, read as follows:

SEC. 2. That every person who is disabled under circumstances entitling him, after discharge from the military or naval forces of the United States, to compensation under Article III of the act entitled "An act to amend an act entitled 'An act to authorize the establishment of a Bureau of War Risk Insurance in the Treasury Department,' approved October 6, 1917," hereinafter referred to as 'said act,' and who, after his discharge, in the opinion of the board, is unable to carry on a gainful occupation, to resume his former occupation, or to enter upon some other occupation, or having resumed or entered upon such occupation is unable to continue the same successfully, shall be furnished by the said board, where vocational rehabilitation is feasible, such course of vocational rehabilitation as the board shall prescribe and provide.

That is at the bottom of page 3.

I would like for you to note the two requirements in section 2. The first one is that every person who is disabled under circumstances entitling him, after discharge, to compensation. That is the first requirement. The second requirement was that if in the opinion of the board he was unable to carry on some gainful occupation, to resume his former occupation, or to enter upon some other occupation, or having resumed or entered upon such occupation is unable to continue the same successfully. You can see that that would narrow the vocational retraining to a very material extent. A man must, in the first place, be entitled to compensation, and, in the second place, it says can not carry on a gainful occupation, he can not resume his former occupation or can not enter upon some other occupation, or if he has resumed or entered upon such occupation is unable to continue or carry on the same successfully. That was the original law. That was the law until the 11th of July, 1919. I do not know who is responsible, I am not trying to fix the responsibility, I think it is a great deal more important to get the job done and get it done now than to try and go back and fix the responsibility for something settled or done then. I think it was partly due to the fact at first, the advisers could "pass the buck" to the bureau and tell the disabled men to "wait until you are declared compensable." That got out to the boys. They remembered the first condition was "discharge under conditions entitling them to compensation" and the second series of requirements were lost sight of. As I understand the war-risk insurance act, it provides that a man in order to receive certain benefits for dismemberment, in order to receive any compensation at all, must be 10 per cent disabled.

Mr. DALLINGER. The law does not say so?

Mr. LAMKIN. I mean the war risk insurance act.

Mr. DALLINGER. That was a ruling of the board?

Mr. LAMKIN. I am speaking of the Bureau of War Risk Insurance. I am not positive about that, but my recollection is that the law says that, but either way, it does not matter. He got no com-

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pensation until he was 10 per cent disabled. Consequently, it got out among the men, it was repeated by agents of the board, it was stated to them by agents of the Red Cross, and by representatives of the War Risk Insurance Bureau, that if you have a 10 per cent disability you are entitled to vocational training. The Army officers got it. The Army officers, surgeons, and examining boards, time after time, would say, "There is not much the matter with this boy, but if we give him 10 per cent disability he will be entitled to vocational training, let us give it to him," and they gave him 10 per cent disability and discharged him.

Mr. DALLINGER. And the board got out some literature?

Mr. LAMKIN. That is true. I do not think that it was specifically so stated in terms, but I think anybody who read that literature would say that if a man was discharged with a disability he could be put in practically any training that he wanted. I am not trying to say who was or who was not responsible, I am trying to speak of what the conditions were. The result was that as these men came out the "surveys" began to pile up, and the board could not act until the bureau had determined the compensatability. In the meantime, when the law of July 11 was passed Congress liberalized the provisions. From the reading of this law as it stands here, instead of section 2 now stating that a man must not be able to carry on a gainful occupation or must not be able to resume his former occupation or must not be able to enter upon some other occupation, or having resumed such occupation, can not carry it on. The present law, while liberalized by this committee itself, reads, on page 4:

> Or later developing a disability traceable in the opinion of the board to service with such forces, and who, in the opinion of the Federal Board for Vocational Education, is in need of vocational rehabilitation to overcome the handicap of such disability.

Thus Congress recognized that a man wounded could carry on a gainful occupation and could enter upon another occupation, but when he did he was handicapped in doing it, and provided for those people in section 2.

Mr. DALLINGER. The whole question of whether he was handicapped and whether he was entitled to training is a matter of judgment?

Mr. LAMKIN. Yes, sir. I have not any doubt that a good many times the board has erred in its judgment, but any human organization will err in its judgment.

Here are the instructions of the board which I filed the other day, Miscellaneous, 150, section 400. I should like to read that in connection with section 2 of the law.

> 400. A disabled person who meets the following conditions is entitled to vocational rehabilitation under section 2 of the law:
> (a) He must have been separated from the military or naval forces of the United States under honorable conditions since April 7, 1917.

The law says:

> Who, since April 7, 1917, has resigned or has been discharged or furloughed therefrom under honorable conditions.

So you must be separated from it under honorable conditions.

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(*b*) He must have a disability that was incurred, increased, or aggravated while he was a member of such forces or that is traceable, in the opinion of the board, to service in such forces.

The act reads, "having a disability incurred, increased, or aggravated while a member of such forces, or later developing a disability traceable, in the opinion of the board, to service with such forces."

(*c*) His disability, in the opinion of the board, must be such as to cause him to be in need of vocational rehabilitation to overcome the handicap of his disability.

The language of the law is, "who, in the opinion of the Federal Board for Vocational Education, is in need of vocational rehabilitation to overcome the handicap of such disability."

(*d*) His physical and mental condition must be such, in the opinion of the board, as to make vocational rehabilitation feasible.

The law says:

Shall be furnished by the said board, where vocational rehabilitation is feasible, such course of vocational rehabilitation as the board shall prescribe and provide.

The law further goes on and makes this statement in section 3, which we call section 3 cases:

That the courses of vocational rehabilitation provided for under this act shall, as far as practicable and under such conditions as the board may prescribe, be made available without cost for instruction for the benefit of any person who is disabled under circumstances entitling him, after discharge from the military or naval forces of the United States, to compensation under Article III of this act and who is not included in section 2 hereof.

The difference, of course, between a man who is compensable under section 2 and may not be compensable under section 3 is, that if he is handicapped in carrying on his occupation, in the opinion of the board, he is entitled to section 2 of the training, and if he is not handicapped but is still compensable, he is entitled to section 3 training. That is a question of judgment.

Mr. ROBSION. No soldier or sailor can get training unless compensable?

Mr. LAMKIN. If he is 10 per cent disabled and is not handicapped vocationally, he is entitled under the law to section 3 training. If he is handicapped vocationally, he is entitled to section 2 training, and so on. A wood polisher who had a reduction of hearing in one of his ears, on the face of the case the man's employability was not lessened, there was no handicap from the vocational standpoint, but he was entitled and is entitled to money compensation for the damage which he has received; but under the law he is not entitled to retraining, because he can go back to his same occupation and earn exactly the same money as he did before.

Mr. ROBSION. He is not entitled to training under section 2?

Mr. LAMKIN. He is not entitled to training under section 2. Here is another situation: One man in the Army was kicked in the mouth by a Missouri mule. His upper lip was split. The Bureau of War Risk Insurance did not pay him compensation. He was, however, disabled under circumstances entitling him to compensation, and, being a professional clarionet player, he was vocationally handicapped to such an extent that vocational training was neces-

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sary and was given him. As far as his vocation was concerned, he was as badly handicapped as if he had a very serious disability. As far as his employment in the general labor market was concerned, it was not affected at all.

Take the case of a man who has an injury to one finger of his left hand, if he is a bookkeper he is entitled to compensation in money damage for the physical suffering which he has had. I am speaking of the theories of the law. As a boookkeeper he is entitled to section 3 training, which will let him take a night course, a commercial correspondence course, and which will let him become a better bookkeeper, a better acountant, but if he had an injury that even stiffened the third finger of his left hand and was a violinist by profession, he is 100 per cent vocationally handicapped.

If you ask my personal opinion, I would like to see every man who went into the service of the United States given any vocational training that he wants. If the Government can not afford that money, I should like to see every man who is awarded compensation vocationally rehabilitated, any man discharged under a 10 per cent injury.

Mr. DALLINGER. You are in favor of the Rogers bill?

Mr. LAMKIN. I am. I think the boys have a right to expect this. I think a good deal of our difficulty—I am not speaking about the board—I am speaking about the United States Government, we are all one, the United States Government—I think a great deal of our difficulty is due to the fact that the boys have been led to believe and they were satisfied that they would get vocational training from the Government. It is not the law. I do not know who is responsible for the circulation of the statement, but it was circulated by regular Government employees and the literature was sent out by a Government agency.

Mr. Chairman, I should like to go on, if I may, with the question of follow-up. It has been charged that there was no follow-up service. I do not like to say it has been charged, because my understanding is that this investigation is more to improve the service and to give the boys what they need than it is anything else. The training of these men has involved a tremendous problem that is sometimes not fully realized by persons who are not intimately connected with it. In the first place, we have to train the faculties of the institutions where the boys go. I think Mr. McMurtrie brought that to your attention when discussing it with you. He spoke of the special schools and said that other countries had established special schools. We have not in this country. We have tried, with very few exceptions, to use the existing educational institutions. It is, in the first place, cheaper; in the second place it is more permanent. It is a better thing for the country as a whole to build up the educational institutions which you have rather than to establish special schools which will be torn down after this work is over. As I told the gentleman from the vice chairman's State, Iowa, this question of rehabilitation is a challenge to the educational system and educational establishments of this country, to take these boys and fit them for the jobs. If the school system of America can not fit the boys for the jobs it needs revision, and a very material revision. We have to use the universities or the

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higher schools, because the men who are sent there, they are men, they are not boys any longer. If I may be pardoned this personal reference, I remember that I went to five deans of one great educational institution in order to get a boy who was not yet through his high school admitted to the university as a special student. They said to me, "We can not admit him, because he has not sufficient high-school credits."

I told them that boys who served two years overseas were mature enough to go into the institution, and apparently my statement had some effect on the five deans, because that educational institution is admitting ex-service men and is waiving the entrance requirement for men who served in the United States Army. We have had to train faculties to take hold of these men and to get into proper contact and proper relationship with them. We are trying to do it through personal touch or through our counselors and representatives. We have had to train the men. We have had to organize courses of study. I think probably Mr. Nelson, who is a farmer—I do not know whether any of the other members of the committee are farmers—but that Mr. Nelson would be very much interested in the short course, the unit course of agriculture that has been adopted and put into effect in many of the institutions of the country, particularly at the Massachusetts Agricultural Institute at Amherst, whereby these disabled men can enter at the beginning of any month if they want to get the unit course of a month's duration, and then take up another subject, and so on. I think you would be very much interested in the courses of study that have been formulated by agents of this board working in conjunction with the agricultural colleges of the United States. The agricultural colleges, of course, as you understand, are a little easier to get into than any other colleges, because they are used to handling short courses and the short courses are usually more for mature men than the others. We had to follow up these fellows by the establishment, as far as we could, of the big brother feeling among every man in the institution, the instructors, and all the people in the town.

I think when you analyze this whole question you will find one of the most difficult problems that we have to solve is the economic and social rehabilitation of these men. This aid that the Government gives them is not charity. These men must live on their income. They should not have to provide for themselves from outside sources; they must be taught to live on their income. They should not be, to use a slang phrase, "petted"; they are men, men who have served in the Army of the United States and they need assistance to get back on their own feet. We are having difficulty in some places by some well-meaning persons likely to think that they need "petting." After a man completes his training in an institution we will give him 60 days' training on the job as a follow-up to see if he can carry on.

I should like to discuss, if I may, the question of statistics a little more, Mr. Chairman. I have never regarded it as the prime duty and function of the board to gather statistics. I do not regard these statistics very highly. They do not always agree for the same dates, and I can tell you why. When a man goes into training in a district a notification that he has gone into training is sent to the central office at Washington. That notification is what we call our Form 107. As soon as that gets to the central office it goes first thing to the depart-

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ment that puts the fellow on the pay roll, in order to get him his training pay. After that it goes to the particular organization that puts the man's name on the card in the card index to show where he is in school, how much money he is getting, etc. Then it goes to the person who compiles the statistics of the number of men in training. That is reported to me every day. On Saturday my reports showed, I think, that we had 33,650 men in training that day. That is, that we had that many notices in from the districts. That was on the 1st of May. Should we ask on that same day the first district to report how many men they had in training on May 1 they would give us the number of men who had gone into training in that district on that date and not the number of men for whom notices had reached this office and gotten on our statistical report.

As a consequence the compilation of figures from the districts and the compilation of figures in the central office would not agree. So the statement that the statistics we give here and those given there do not agree is correct. I have nothing to do, of course, with the publication of the figures in the Vocational Summary. The old compilation, so many men surveyed, so many men contacted, etc., I think, is practically useless. The first figure that is always given is the number of registrations, which is entirely misleading and which should not be the basis of any calculation. Let me give you this example. Men were discharged, as you know, from the Eastern States, the discharge points were largely, at least, along the Atlantic coast. The result is a large number of cases passed through the Atlanta district. They were surveyed and the men were sent to hospitals in the district of which Atlanta was the center. Consequently all of those men's names were registered in the Atlanta office. The men discharged from the New York district, all of their names were registered in the New York office and the number discharged in the Boston district was registered in the Boston office. As soon as a man was discharged in the Atlanta district, if he lived in Indiana he went home, and yet papers were sent from the Atlanta district to the Cincinnati district that controls Indiana. Consequently that man's name appeared both on the Atlanta and Cincinnati rolls, and the statement has been made that there were two registrations, but at the same time it was overlooked in exactly the same statement that this included duplicates, included transfers from one district to another. It has also been a question with the district offices and conferences were held like the conference in June and the question arose when is a case a case. Efforts were made to go after the men to see whether there was anything the matter or whether they were entitled to training. The Red Cross in their commendable zeal sent in the names of every man who they heard was disabled.

We had many cases. As soon as they heard that a boy was wounded they sent in the name and in some of the districts they opened up folders on that. Some of the districts opened up folders on every man who has applied for compensation whose name they have. So the double registration. That meant really a double number of names that had been handed in by somebody to various district offices. There were duplications. Nobody denies it. Nobody ought to deny it. I do not think anybody does.

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In anything that I say I do not expect to criticize Mr. Griffin or anybody else if I can avoid it. I remember that Mr. Griffin in one of the conferences insisted that of every survey that came through the New York office there must be a typewritten copy left in the New York office and in Washington. It congested the work in the office. I know what we did in the St. Louis office. If a man was transferred at Camp Dodge and lived in Denver we sent all the papers out to the Denver office and left merely a card in the case that "John Smith was discharged at Camp Dodge" and that all his papers had been sent to the Denver office. In the case of what we called a prospect, if we got a man's name, we put that in the "prospect" file and we sent the name to the Red Cross and asked them to get in touch and see if he was entitled to training and send information, or we would send out a man in the district to get in contact with him. We would not open a case on it. Some of the districts did open cases. We have so many cases that the result is frequently the districts have measured the amount of their job not by the number of men with whom they had come in contact, but by the number of cases in their files. That was one of the reasons for sending out the "eligibility squads" in December, to go through those files and to cut out the duplicates, cut out the transfers, and to cut out the folders of those men who had died—a number of the men have died since we got their names—and to cut out all cases where there was no information on which to base a case, the fact that he is entitled to anything, that he wants anything, and to report definitely the number of men who are really chargeable to the district.

I said Saturday that this was a question of development. It is a question of development. You can not do things all at once. We have been working for a month on a new report form from the districts, to consolidate all reports into one and to make one report to this office, so that we can handle the statistics in as economical a manner as possible.

I told Mr. Robsion personally the other day—which I will say to the committee as a whole—that Mr. Matthews, who left the office, was a tower of strength in the matter of statistics. Mr. Matthews left us because he was offered a place in Iowa where he was guaranteed one-half the profit from a big farm which he later declined to sell for $500 an acre, and the income he is receiving is a minimum of $5,000. He left a $4,000 place to go and take the Iowa place. Mr. Matthews reduced the number of employees in one section from three hundred and some down to two hundred and some by the time he left. We are trying to consolidate all of the records of the statistics so they will be worth something and so we will not have to consult the papers for anything more than necessary. If that was done—I have been here for the past 30 days practically all the time—right away we would abolish our report system from the districts and require them to report upon only a few items; first, how many men are there in your district, net—that is, the net number of men in your district; how many of them have been proved as eligible for training, section 2 or section 3; how many of them have you declared ineligible for training of any kind; and the difference is the pending load of definite cases.

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As far as I am concerned, I do not care whether it is lack of medical examination or lack of coming in contact with the man, those cases are charged against that district as pending, and we are going to hold the officer responsible for getting them out of the way. If it is lack of contact, we will get that, and if it is lack of examination by the Public Health Service, we will pay the doctors to make the examination; but I do not believe that we ought to spend too much time in compiling statistics as to how many men we have seen, how many we have written, how many have been surveyed for medical examination, and so on; how many men are entitled to some consideration or how many have been acted on favorably and unfavorably, etc.; and then let them have an audit of their files and go after them. It is a different situation.

There is always this difficulty—that is, where you have 14 district offices, there is a tendency to create new forms and to get up new schemes and to get new information, and things of that kind. I think you had here Mr. Wadsworth to testify—a very strong, capable man from New York. I think he is responsible for some duplication of work in the New York office. I think he will agree to it. He thought that the advisers were not doing their jobs properly; that after the adviser in advisement section, in his opinion, there should be an adviser in training section. The result was that the man was handled twice in the New York office, when he should have been handled but once. When Mr. Wadsworth left the New York office, we combined the offices of advisement and training sections under one head, so that we will have but one survey made. That is one of the difficulties we have in the districts. I am merely stating it to you.

There is another matter in connection with the work concerning a man entering training, that is, we do not always realize that it takes just as much time and probably more time for a man to be told "no," that under the law he is not entitled to training, as it does to tell him "yes," that a fellow has to use a great deal more patience, a great deal more kindness with him sometimes than with the man to whom you can say, "Yes, I will send you this afternoon."

Again, I want to emphasize the fact that men with major amputations, there is no reason for them waiting an hour—I do not believe, Mr. Chairman, that there are men with major amputations who have been discharged from the hospitals for 48 hours that have not been offered a course of vocational education.

Mr. ROBSION. I did not catch that last statement, Mr. Lamkin?

Mr. LAMKIN. I do not believe that there is any man in this country, discharged from the hospital 48 hours, who has not been offered a course of reeducation, men with major amputations, if there is, I should like to know his name. Some are not taking training, but that is because they are unwilling for one reason or another.

Men with systemtic troubles, men who merely complain about this hurt or that or the other, which the doctors can not find, are the cause of a great deal of our trouble. It not only takes as long to tell a man "no" as "yes," but there is a large number of changes or courses. The boy does not know, the adviser guesses wrong and the boy goes into training and finds out that he can not take that kind of training, and we have to change him. I remember the instance of a boy

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in Philadelphia who had lost a leg and did not want but one thing, he wanted to be an automobile mechanic. He was told, "You can not go out and get under the cars, and things of that kind with your wooden leg." Well, that is the only thing he wanted and the training officer came to me and asked me what to do. I said, "Give it to him." He gave it to him. Inside of 10 days the boy came to the officer, the same fellow who gave it to him, and said, "I can not do that work. I can not handle myself." The training officer said. "I was confident you could not, but I let you try." It took the same time to change that course as it did to start him in the first place. Instructions No. 82, under date of December 9, 1919, provide that the district, without reference to the central office at all, after a man has been once entered, is authorized to change the course and place of training, first from one institution to another, or the character of institutional training, or from training in an institution to placement training, or from placement training to training in an institution, or the character of placement training which a man may be taking. In other words, the instructions practically state to the district that this man is eligible for training, you train him for the job in which he can make good, but that takes time, it takes clerks, it takes training officers, and it takes a world of patience.

I should also like to file with the committee, not for printing, because probably you would not want to print it all, a list of the educational institutions and a list of the factories and industrial establishments where we have men in training, together with the number of men in each one of these institutions.

I think that shows a very liberal policy on the part of the board. The central office, I think—we discussed this earlier in the morning—is, of course, handling the cases of men in Public Health Service hospitals, handling them direct from here. We have to handle them from here; they could not be handled by the local authorities.

Mr. Chairman, the question has been raised as to what we were doing in the hospitals, as to the advisers in the hospitals. I should like to file this with the committee for the record. It shows, as of April 1, 1920, the hospitals in the United States from which disabled men are being discharged by our districts and it shows the name of the man who is in the hospital at each one of those points. The advisers, with a few exceptions noted on the chart, are kept in the hospitals full time. At Fort McHenry they are not kept full time. The discharge officer will call our agent at Baltimore and tell him, "We will have 10 men to be discharged a week from to-morrow," and we will send out an adviser to meet those men and survey them before the time comes for their discharge.

HOSPITALS AND ADVISERS.

1. United States naval hospital, Newport, R. I. United States naval hospital, Portsmouth, N. H. (John B. Whelton). United States naval hospital, Chelsea, Mass. United States naval hospital, Parker Hill, Mass. (John Hogan).

2. United States General Hospital No. 41, Fox Hills, Long Island (W. F. Ottarson). United States naval hospital, Brooklyn, N. Y. (S. D. Wilcox[1]). United States Public Health Hospital No. 41, New Haven, Conn. (S. L. Guite[1]). Tuberculosis sanitorium, Saranac Lake, N. Y. (E. M. Roberts).

3. Naval hospital, League Island Navy Yard, Philadelphia, Pa. (C. H. Thomas[1]). United States Army hospital, Carlisle, Pa. (J. O. Storm) (W. B. Ferguson[1]).

[1]As required. (Federal Board representatives on duty.)

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4. Walter Reed General Hospital, Washington, D. C. (Thos. C. Nall) (Wm. W. Braham). General Hospital No. 2, Fort McHenry, Baltimore, Md. (L. McK. Kines). Naval hospital, Norfolk, Va. (M. R. Beebe[1]). Washington, D. C., hospitals exclusive of Walter Reed (J. M. P. Metcalf).

5. General Hospital No. 6, Fort McPherson, Atlanta, Ga. (S. P. Sanford). North Carolina Sanitorium for Tuberculosis, Sanitorium, N. C. (C. W. Hyde). United States public health hospital, Greenville, N. C. (Hampden Wilson).

6. United States public health hospital, Alexandria, La. (Whitney). Naval hospital, New Orleans, La. (district office representative).

7. No hospitals in district.

8. General Hospital No. 8, Fort Sheridan, Ill. (J. M. Heath) (L. A. Crownover). Naval hospital, Great Lakes Naval Training Station (E. M. Mukkelson).

9. No hospitals in district.

10. No military hospitals in district; United States public health, Minneapolis, Minn. St. Marys, Fairview, Swedish, general (F. J. Murphy[1]). Battle Mountain Sanitorium, Battle Mountain, S. Dak. (J. W. Yates[1]).

11. United States naval hospital, Fort Bayard, N. Mex. (McCurdy, A. Andrew). United States Army hospital, Fort Lyon, Colo. (Harry T. Mitchell).

12. United States public health hospital, Whipple Barracks, Prescott, Ariz. (Frank Steed). United States public health hospital, Palo Alto, Calif. (R. B. Cherington). Letterman General Hospital, San Francisco, Calif. (men sent to district office by special conveyance).

13. Base hospitals, Camp Lewis, Wash. (district office representative[1]).

14. Base hospital, Fort Sam Houston, San Antonio, Tex. (W. J. Borland). Base hospital, El Paso, Tex. (W. K. Setzler[1]).

I should like also to call your attention to instructions No. 42, which I will file with the committee, under date of October 9, 1919, I am not going to read all of it, but I should like to read a paragraph or two:

1. The Surgeon General's report of October 3 shows less than 20,000 men remaining in hospitals. As this group is discharged these cases are to be expedited so that the man eligible for training may enter training as soon as discharged or as soon thereafter as he chooses.

2. The board has ruled that all men surveyed in hospitals from now on shall be notified of the decision of the board as soon as they are discharged from the service.

3. This will necessitate making a survey and securing medical forms at least a week prior to the date of the discharged—

And so forth.

4. If the approval of the central office—

And in all of these regulations it is not only the central office in Washington, but the central office in the district—

has not been received by the time the man is discharged, the district vocational officer is hereby authorized to place the man in training if in his opinion the man is entitled to training.

In other words that instruction requires the district vocational officer to act on the man's case as soon as he is discharged from the hospital.

Mr. VESTAL. What is the date of that?

Mr. LAMKIN. October 9, 1919.

Mr. VESTAL. October 9, 1919?

Mr. LAMKIN. Yes, sir.

The question might be asked as to why we wait until a man is discharged before notifying him. I assume that you think of that. You can not go into a hospital and see two boys lying there on ad-

[1]As required. (Federal Board representatives on duty.)

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joining beds and talk to the surgeon and have him say, "This fellow will come out of this hospital as sound as a dollar," and "That fellow will come out of the hospital crippled for the rest of his life;" you can not do it. One is given the physical rehabilitation to the extent that the hospital can give it to him and is discharged. When you undertake to go into a hospital and say you can do that, you can not. The medical authorities will stop you and properly stop you.

I was at Walter Reed the other day. Of course, as to obvious cases there is no question. A boy telephoned me just as I started up to the committee hearing. He said, "I want to see you; I will come to see you." I said, "No; I am coming out to see you." He has a double amputation case. He said to me, "I went home. You all told me that I was going to have training. They seemed to forget me at home. I know your board there did not." He is a Pittsburgh boy. "I just want to know what kind of training you will give me, how far you will go." I said, "We are going to take you all the way through until we get you onto your feet." He said, "If you stay with me three or four years I will be all right." I said, "You do not need to worry one moment." I came back to the office and I wrote to Philadelphia and Pittsburgh, "Here is a young man who has come out of the hospital. Make all arrangements he wants so that we may get him on his own feet." I sent it out to him and he took it with him. That was a perfectly obvious case. As I came out there was another one who had lost one leg and a number of inches of the other and he was considerably disturbed. He said, "I do not want to go to the Soldiers' Home or to an institution. I want to be given training." A major case. He said, "I can not take care of myself for some little while. You know the bureau will not give me an attendant." I replied, "Do not worry about that. The bureau will give you an attendant if they can under the law, and if they can not and if it is necessary we will provide the attendant." I got back and I called the director of the bureau and told him that it was a major case and he said, "We are going to look after everybody. I will put that in the hands of the chief administrative officer." I said, "This is an obvious case," and he said, "We are giving them what they need."

Mr. VESTAL. That man is still in the hospital?

Mr. LAMKIN. Yes, sir.

Mr. VESTAL. Not discharged?

Mr. LAMKIN. Yes, sir. We have two men at the hospital, Mr. Nall and Mr. Braham, and when I went there I found Braham talking to this boy and his brother. His brother had come back with him.

Mr. NELSON. So far, no newspaper publicity has been given to those cases?

Mr. LAMKIN. No, sir.

Mr. NELSON. In other words, the boy who is discharged is the one we hear of through the newspapers, and the man who is satisfied—getting what he wants—has nothing to say. As I understood you a while ago you had made no effort to see the large number of people who have been placed and not given publicity to offset those who have appeared here, that they have grievances and you thought it better to go ahead and aid the men?

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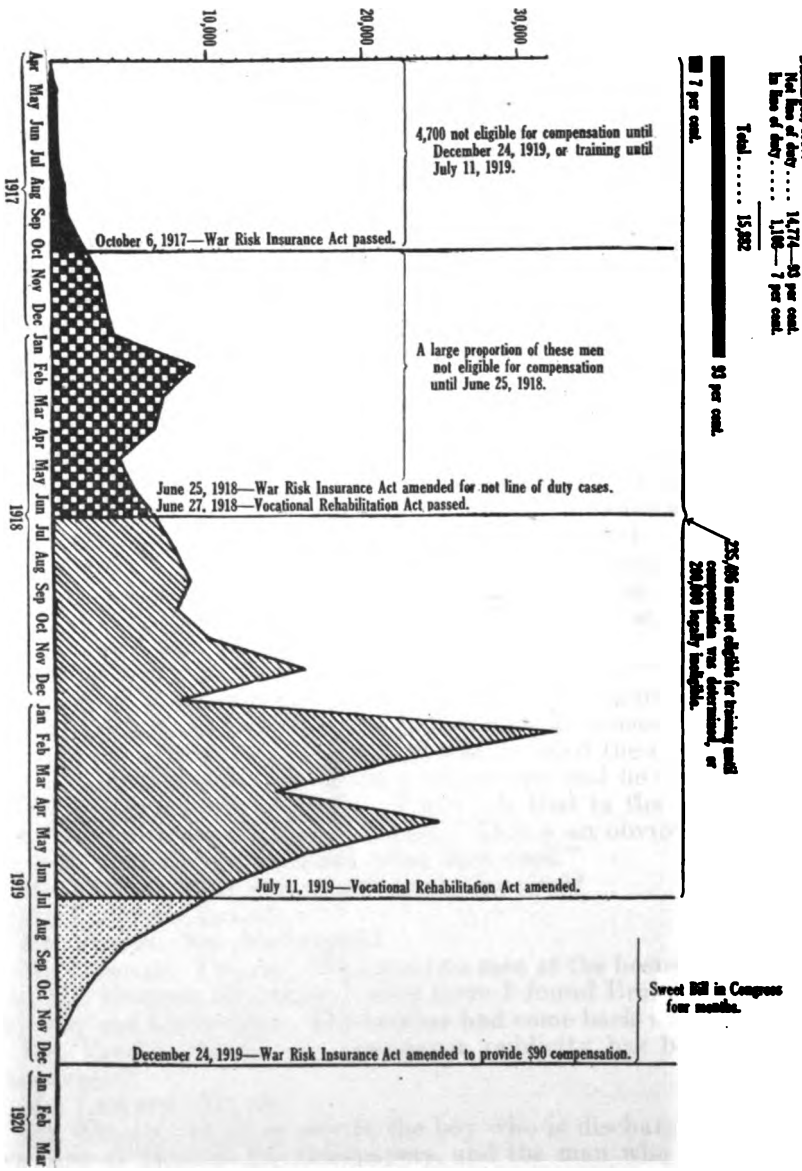
10,000
20,000
30,000
Apr May Jun Jul Aug Sep Oct Nov Dec Jan Feb Mar Apr May Jun Jul Aug Sep Oct Nov Dec Jan Feb Mar Apr May Jun Jul Aug Sep Oct Nov Dec Jan Feb Mar
1917
1918
1919
1920
4,700 not eligible for compensation until December 24, 1919, or training until July 11, 1919.
October 6, 1917—War Risk Insurance Act passed.
A large proportion of these men not eligible for compensation until June 25, 1918.
June 25, 1918—War Risk Insurance Act amended for not line of duty cases.
June 27, 1918—Vocational Rehabilitation Act passed.
July 11, 1919—Vocational Rehabilitation Act amended.
Sweet Bill in Congress four months.
December 24, 1919—War Risk Insurance Act amended to provide $90 compensation.
93 per cent.
7 per cent.
Total..... 15,882
Discharges, 1917:
Not line of duty..... 14,774—93 per cent.
In line of duty..... 1,108—7 per cent.

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Mr. LAMKIN. I think that is the policy. There is another thing. I will not tell you who the boy is, but I know one who wrote back to his mother from France:

I have seen some letters which have been published from boys over here. The first time I see my name in the newspaper you will get no more word from me.

There are a lot of boys who do not want published in the newspaper anything about their disabilities, etc., and there are a large number who do, of course. We have followed the plan of never putting a man's name in the newspaper unless he says so; to let the newspaper go and get the story if it wants it.

Mr. DALLINGER. Did you see Sergt. Dickerman?

Mr. LAMKIN. No, sir.

Mr. DALLINGER. The last time I was out there he wanted his training. He has been there two years. He lost one leg—the right leg, and the left one half way, and he has been operated on 10 times trying to save that.

Mr. LAMKIN. Do you know what he wants?

Mr. DALLINGER. He wants to go to the Stratton Commercial School in Boston.

Mr. LAMKIN. Can not he start his correspondence work or elementary work?

Mr. DALLINGER. He was discharged a week ago.

Mr. LAMKIN. We have several men at Walter Reed who are starting their elementary work now.

Mr. VESTAL. Before discharge the board has nothing to do with the elementary work?

Mr. LAMKIN. Except by arrangement with the Army; that is, with the Surgeon General's office. We have some boys who are taking training in the law schools of the city. I do not suppose he will object to telling his name, one a young man named Barlow, around this building. You may know him. He started in his training before he left the building. I think he was with Representative Mason. I have seen him around the hotel. He came to me and said:

I have given up my position over at the House Office Building. I do not get enough exercise. I want to go on with my course out here and take my training and my pay which amounts to $120, is sufficient for myself, my mother, and grandmother. I want to finish up my law course; devote all of my time to it.

He started before he got out of the Army.

Mr. TOWNER. The committee will now adjourn until 2 o'clock this afternoon.

(Thereupon, the committee took a recess until 2 o'clock p. m.)

AFTER RECESS.

The committee reassembled at 2 o'clock p. m., Hon. Simeon D. Fess (chairman) presiding.

The CHAIRMAN. The committee will please come to order. Mr. Lamkin, you may resume your testimony if you are ready.

Mr. LAMKIN. I was talking this morning, Mr. Chairman, when we discontinued, as to the matter of meeting these men who have got out of the hospitals. This chart, a copy of which I will hand to each of the members of the committee—or, rather, a drawing—shows the discharges from the hospitals.

(The chart referred to faces this page.)

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The CHAIRMAN. You may proceed with your statement.

Mr. LAMKIN. This black is discharges to October 6, 1917, when the Bureau of War Risk Insurance act was passed. There are 4,700 men discharged before that act was passed who were not eligible for compensation until December 24, 1919, when the Sweet bill was passed because the war-risk law provided that they should be discharged after the 4th of October, 1917. They were not eligible for training until after the 11th of July, 1919, when the "divorce bill" was passed.

The CHAIRMAN. However, they were subject to or were eligible under the war-risk insurance act, were they not?

Mr. LAMKIN. No.

The CHAIRMAN. I thought our law was retroactive and went back to before it was passed.

Mr. LAMKIN. It did not go back before the 6th of October, 1917.

The CHAIRMAN. That is when the bill passed?

Mr. LAMKIN. Yes, sir.

The CHAIRMAN. I thought that we covered that, that we made it retroactive to include all that were discharged.

Mr. LAMKIN. It had to be in line of duty. Let me get this straight. They had to be in line of duty.

The CHAIRMAN. You may go ahead with your statement.

Mr. LAMKIN. The group of men discharged between April and October, 1917, were not eligible until the Sweet bill was passed on December 24, 1919. If in that I am wrong it is just a misunderstanding. I think in the law of the 25th of June, 1918, the war-risk insurance act was amended to provide for all cases, whether in line of duty or not, and these were discharged before that amendment, and at the time the Federal Board act was passed the rehabilitation act was passed, June 27, 1918.

The CHAIRMAN. Yes.

Mr. LAMKIN. This shows that on July 11, 1919, when the divorce law was passed, as we call it, there were these [indicating], comparatively few, the ones which have been discharged from the hospitals since July 11, 1919. That is just for information, of course.

The CHAIRMAN. That is a very interesting chart and rather graphic.

Mr. LAMKIN. There is one question, Mr. Chairman, which was brought up the other day in some of the testimony. I think you were here when the statement was made concerning a congressional dinner held about the 16th of December. Three disabled soldiers were called on at that meeting, as I remember, and discussed the work of the board. Shortly afterwards I prepared a statement concerning those three men to hand to any Member of Congress that might inquire. It has not been the purpose of the board, in has not been my purpose as chief of the division, to reply to these men and to these charges except to persons who were interested, and this memorandum was not distributed. I would not bring it up in the hearing if it had not already been brought up. But I would like to make this statement in regard to the three men at that dinner of December 16:

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FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, January 13, 1920.

Memorandum:

On the 16th of December, 1919, a dinner was given in honor of the American Legion commanders' conference at the Capitol. During the course of the speaking, which followed the dinner, certain statements were made concerning the work of the Federal Board for Vocational Education. A few criticisms were made of the work being done. The board does not desire to enter into any controversies, particularly with our disabled soldiers and sailors, for whose economic restoration the Rehabilitation Division of the Federal Board exists. However, it is felt that Congress is entitled to know the facts about what Congress iself is doing, through the instrumentality of the Federal board, to retrain the disabled men who spoke at the Capitol dinner.

There were three disabled soldiers who criticized this board. Their remarks were reported stenographically. The first was Corpl. J. E. Bute, the relevant portion of whose statement was as follows:

"Thirteen months have passed by and only in the last three months have officials done anything to try and get in touch with the men who are entitled to it (referring to vocational training). * * * I am going to give you an illustration of one who is in the hospital at the present time. * * * You men did not know he was out there at the hospital, did you? Well, he is there, and several more that I know personally, but your survey officer has never been to see them; and I canvassed one ward last Sunday and found 24 men who have never been surveyed as to what they were going to do."

The facts in relation to the foregoing remarks are as follows:

The earliest survey made at Walter Reed by a representative of the Federal board was made October 29, 1918. Some surveys of men discharged from Walter Reed were made at the Washington office, 606 F Street NW. prior to this date. The work of advisement at Walter Reed has been carried on continuously since with one, two, or more people employed by the board as advisers. At the present time there are two vocational advisers at Walter Reed giving full time to this work. No man can receive his discharge until he has been "surveyed" by a vocational adviser of the board.

That is an agreement we have with the Army that they must present that to the Army officers before they can get out.

But there are now in that hospital some 1,600 patients, many of whom will be there for months and possibly a year or more to come. It is often manifestly unwise to attempt to work out the details of a man's future vocational training until he has arrived within two or three weeks of the time for his discharge. Approximately 100 patients are discharged from Walter Reed Hospital each week. It is, therefore, quite probable, as well as proper, that out of some 1,600 patients there might be possibly several hundred who, while knowing their privileges under the vocational rehabilitation act, in a general way, have not yet been surveyed in exhaustive detail by an adviser of the board.

The second disabled man who spoke was Alvin B. Becker, who said: "I had quite an unfortunate experience in the vocational training. I was located last summer at Hospital No. 3, Colonia, N. J., and made application for vocational training. The captain up there told me it would take about six weeks. Well, I figured I would be discharged the 1st of August, but through another operation I am not out yet, and I am going to be discharged to-morrow. But this is a good case. Now, that six weeks would have been out the 1st of August if I did not have a second operation. I got a letter about the 5th or 6th of August from New York, 467 Fifth Avenue, stating, 'Please call at this office, as we desire some more information regarding your application.' Now, that shows, as the Senator from Utah says, that there are too many fingers in the pie, otherwise too many employees."

Senator SUTHERAND. What did the vocational training people do for you?

Mr. BECKER. No results; that is, the last I heard of it. Of course, I have not been over to Fifth Avenue, because I am not yet out of the hospital. I am not discharged yet. If I had been discharged the 1st of August * * * I would have had to wait maybe 6 or 10 weeks until the order went through.

The facts in this case are as follows:

Alvin Becker was recommended for discharge by the authorities at General Hospital No. 3, Rahway, N. J., in June, 1919. It was assumed that the discharge would be approved at Army Headquarters sometime in July. There-

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upon the Federal Board's Vocational Adviser interviewed and surveyed Mr. Becker in the latter part of June and reported Becker's probable discharge to our New York office for further and definite training arrangements, inasmuch as Mr. Becker's home was in the city of Brooklyn. Our New York office promptly wrote the man at his home address (No. 9 Glaser Street, Brooklyn) asking him to call there in order that they might "finish making arrangements for this training." To this letter he did not reply, nor had our New York office any way of knowing that at the last moment the hospital authorities decided to remand Mr. Becker to the Walter Reed Hospital for another operation. Therefore, our New York district vocational officer wrote him again on October 10, without response or explanation from the man. Further letters were sent to him on November 10, December 3, and December 10. No reply nor acknowledgment was received to any of these requests of the Federal Board. In the meantime Mr. Becker was again recommended for discharge after his last operation at Walter Reed. Our vocational adviser stationed at Walter Reed immediately saw Mr. Becker and learning that the original survey was now six months old, obtained on Tuesday, December 9, 1919 (exactly one week before Becker made his statement at the Capitol to Senator Sutherland), a complete resurvey signed by Becker himself. This report was forwarded to our New York office on December 16, just prior to Becker's discharge. He was written by the adviser, reminding him to call on the board in New York as soon as he should return home to Brooklyn; and New York again, on December 19, not having heard from the man, sent a letter requesting to see him at his earliest convenience. All district offices are, and have been since October 2, 1919, authorized to place men with major amputations in training immediately and without reference to central office. Mr. Becker could have been placed in training on the very day he reported to our New York office, if he had desired; and without question would have been so placed. Our vocational adviser at Walter Reed took a personal interest in Mr. Becker and saw him on the day he was discharged (Dec. 17), and learned that he had been offered a position upon discharge and did not, therefore, wish to avail himself of training and support from the Government.

And if the committee wants it, we can have a photostatic copy of his survey made.

The third and last man to refer to vocational training was Sergt. Matthews. He said:

"There is a clause in this vocational education which says: 'Four years is the limit of time.' * * * I have been out of school two years. What college can I enter without a year's preparation? * * * Now, to get a college education with a year's preparation would be five years. The clause says you have only four years to do it in. What can we do?"

The facts are as follows:

The law itself places no limit of time on the length of training which may be given. But since the responsibility of the Federal Board is not to furnish education as such, but is to restore handicapped service men to gainful employment through the medium of suitable training, and since, therefore, the board must be able to see a definite accomplishment of its duties in the replacement of these men, it has become necessary to set some time limit as a working goal. The Federal Board has, after a most careful weighing of all considerations, placed a tentative maximum limit of four years upon training which will be approved. As to Sergt. Matthews, a shorter course, a slight change in ultimate vocation, private tutoring, or some other means, could undoubtedly be found to solve his difficulty and will be, when his time for discharge arrives.

The CHAIRMAN. Have you any assurances that he received these communications that had been sent to him at numerous times?

Mr. LAMKIN. We do not know that he received those first ones, but they were not returned to the board. All the communications were sent out with the board's return address on them. I think a great many of these boys do not get the communications at all. This probably was done later at the hospital and they did not get it, but the vocational adviser did see him on the 9th here and made another survey of him. We have got that survey, but somebody had given the boy a job, and he had a job and consequently he did not want

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that vocational training. I asked Mr. Nall about that case and he said he knew nothing about the dinner at the Capitol and never heard about it, but that he saw the man on December 17, and the man told him he did not want training.

As I said, I did not submit that to Congress because I did not want to enter into a controversy, and I do not care to be put into a position of entering into a controversy with any disabled men. But it was brought up at the hearing and I thought you should know those facts.

I think, sometimes, we do not understand, Mr. Chairman, and that all of us fail to realize that training must be feasible for these men. That is a very serious problem and that is one that, you have often emphasized, requires a great deal of close cooperation. There will be a small group of these men who will be socially unemployable, even after all is done. There is a larger group of cases that are mentally in need of institutional treatment, mental cases as we call them, as you know, for whom training is not feasible, and may never be feasible. There was a large percentage of men troubled mentally who went into the service, as you may say, on the border line, and the shock that came was such as to completely upset them mentally, and it will require years of institutional treatment to restore them. That treatment can be given only in the hospitals under the direction of the Public Health Service. You may be interested in knowing that we have one of the best psychiatrists in the country attached to our medical staff now, and we are working with the Public Health Service to go into these mental hospitals and give any vocational training to these men that they say may be given, and here, again, it is the physician that must have the last word and all the training must be given under the physician's care.

Training is not feasible for a man with active tuberculosis, although the boys sometimes do not understand, but if I should announce or if you should announce that we are sending a man with active tuberculosis to any university in the country or to any college in the country, it would put up a bar to the admission of such men to that college or university because the other men would not go there. The training must, therefore, be feasible.

The CHAIRMAN. Let me ask as to your relationship with the colleges. Can you put any one in that the college is not willing to accept? What is the contract? Does the Government exercise any authority over the institution, or is it purely a contractual relation?

Mr. LAMKIN. Just a contractual relation.

The CHAIRMAN. So that a student who is not acceptable to the college authorities, no matter what the urgency, would not be accepted?

Mr. LAMKIN. He would not be accepted. We have found this, Mr. Chairman, that the colleges as a whole, or as a rule, will make any adjustments that are necessary if they can be paid the expenses of such adjustment, and we are paying the expenses. Some of the colleges have hard-and-fast entrance requirements. You must not send a boy to a university unless he can meet these entrance requirements. I think that is largely due to the fact that they have not the faculty, and they are not prepared to put in new courses.

The CHAIRMAN. Have you entered upon that in your testimony at all?

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Mr. LAMKIN. No; not to any extent.

The CHAIRMAN. I would like to ask two or three questions along that line.

Mr. LAMKIN. I will be very glad to answer, if I can.

The CHAIRMAN. Have you any evidence that boys have been accepted in colleges who are not doing the work that the college would require; that there is any dissatisfaction on the part of the college authority?

Mr. LAMKIN. Not at present, Mr. Chairman. The last man who I have talked to in regard to that was President Aley, of the University of Maine, whom you know very well.

The CHAIRMAN. I know him very well.

Mr. LAMKIN. Dr. Aley said to me, we had some difficulty originally, and that is smoothed over now, and the men we have there now are satisfactory.

The CHAIRMAN. Are there many colleges that have modified their entrance requirements to meet the emergency cases?

Mr. LAMKIN. More west of the Alleghanies than east of the Alleghanies. President Hill, of the University of Missouri, told me: We will take any of your men that you can send us; and we will expect you, of course, to pay the cost of training. I think they are asking at the University of Missouri $15 per man per month. Quite a number of State educational institutions have so much money appropriated by their legislatures. Provision is made that every dollar that is taken in for tuition must go back to the State treasury. When that money goes back to the State treasury, it can not be used then for the natural increase in the faculty and the increase for equipment that is to be put in the institutions for us to handle our boys. In those cases we are paying the instructors when they are taken care of.

The CHAIRMAN. Those instructors are not under the board; they are under the control of the faculty?

Mr. LAMKIN. Under the control of the faculty and being paid by the board because if we paid the tuition it would have to go into the State treasury and would not be appropriated for one or two years. The Alabama legislature meets only once in four years. So, in that case we have to make arrangements for them. We have 200 or 300, I think, at the agricultural college at Starkville, Mississippi. We are paying tuition for them. The college at Ames, Iowa, took the boys as long as their money lasted. For instance, the Iowa legislature made an appropriation to pay additional expenses such as the class fees of all ex-service men who were in the war. They took our boys on the same terms as others, and when that money was exhausted they said if we take any more men, you must employ the teachers. The University of Missouri said we will put in new equipment and take in any men provided you pay us enough pay for the teachers. That is the arrangement we have with those institutions.

The CHAIRMAN. Do you recall any dissatisfaction as to the character of the work the boys were doing in a southern college?

Mr. LAMKIN. You are speaking of Louisiana State University?

The CHAIRMAN. Yes.

Mr. LAMKIN. I can give you information as to Louisiana State University.

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The CHAIRMAN. A member of our committeee had some information, I think, directly, and then there was some one testified here also with reference to it. There was some dissatisfaction.

Mr. LAMKIN. My recollection is that Mr. Munroe submitted a list of men who were——

Mr. MUNROE (interposing). I did, sir, in the record.

Mr. LAMKIN. A list of men who were in training in the Louisiana State University.

The CHAIRMAN. I do not ask you to repeat it.

Mr. LAMKIN. Here is a supplementary statement, an additional statement in regard to it.

An article appeared in the press, written by a former member of the faculty of the college of agriculture, who was at the institution for only a short time just about the time these new men were arriving and was not fully informed of the policy of the board nor of the work in the district nor of the work which these men were planning to do in the University of Louisiana.

I might add that the information that we have is that the man who wrote that letter is an employee on the staff of a New York newspaper.

The CHAIRMAN. I will not ask you to go over that. Not having been here, I will read the testimony of Mr. Munroe.

Mr. LAMKIN. I will say, Mr. Chairman, that the schools of the country, as a whole, are adapting their courses to these men. But there is another thing that we are likely to get a wrong impression about, and that is that the majority of these men are not the college grade, the majority of them are less than college grade men.

The CHAIRMAN. That led me to ask you about the modification of entrance requirements.

Mr. LAMKIN. You have to send these men to an institution where they can go to school with men and not with boys, and, therefore, you have to ask the institution to modify their requirements, and they are doing that. Take the Massachusetts College of Agriculture, as I said this morning—its courses for our boys. As far as we can, we are trying to send boys who want auto mechanics to State institutions where they can get better surroundings than they have in the cities where they have these automobile schools. On the other hand, you can not send city boys out to some little country town. You take a chance that they will not go and they will not be satisfied when they do get there.

The CHAIRMAN. Let me ask you as to the discrimination between educating the man and rehabilitating him under the requirements of the law. You mentioned that a moment ago, but what I am getting at is whether under this law we are entering upon general education.

Mr. LAMKIN. I think we can not enter upon general education under this law. The policy of the board is that any training which they give the man must lead to a definite vocation. On the other hand, the board recognizes the fact that the illiterate, or the man of low-grade education is much more readily employable if he knows English, and he is a much better citizen if he knows something about civics and the history of his country and things of that kind.

The CHAIRMAN. So if that sort of education is a prerequisite for the vocation, don't you aim to give it?

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Mr. LAMKIN. We give it. We give it for as long a period as is necessary. Our experience has been that the boys learn more rapidly and keep up their interest better when they go right along with the trade instructions.

For instance, if we have every day English and civics and four or five hours a day shop instructions so that they can correlate their English instruction with the shop, I think it is better instead of taking a man 26 or 28 years of age, who has not been to school, probably, since he was 10 years old, and put him down to learning English and history and civics and arithmetic all the day long.

The CHAIRMAN. I do not recall whether the law fixes the limit upon the time it takes for training. What rule do you pursue which will permit you to send one man 10 months and another man two years and another man four years? I am wondering whether the four years is the limit.

Mr. LAMKIN. We have not undertaken to start any man in a course that lasts longer than four years.

The CHAIRMAN. That is within the discretion of the board?

Mr. LAMKIN. Yes; that is within the discretion of the board. Speaking personally, and I think I can answer the same thing for the board, let me put it this way. We think that we ought to give the man what he is capable of doing and doing well.

The CHAIRMAN. You are getting into a big field there.

Mr. LAMKIN. Certainly.

The CHAIRMAN. You will say that he is capable of doing or is not capable of doing this, and he will think that he is capable?

Mr. LAMKIN. Yes.

The CHAIRMAN. Now, who is going to be the judge?

Mr. LAMKIN. That is a pretty hard question to answer.

The CHAIRMAN. It has been shown before the committee here that the boys are dissatisfied, and a good many people think that they themselves ought to be the judge of what they could do.

Mr. LAMKIN. Yes. I think the boy's preference as to his occupation ought to be, I have said, as high as 90 per cent. But on the other hand the Government, through the Federal board, is acting in loco parentis for a good many of these boys and wants to encourage them. A man will aim higher than he can reach, and we feel it is more an injury to the boy than if we told him in the first place, "You ought to take one year intensive course or a year and a half intensive course and not try to the more extensive ones.

The CHAIRMAN. How frequently do you have occurrences like this? A boy has started in the work and after a certain time it is found that he is not adapted to it and is taken out of that and put into something else. Is that frequent?

Mr. LAMKIN. Very frequently; yes, sir.

The CHAIRMAN. How much latitude do you exercise in that? Is there any limit on it?

Mr. LAMKIN. No, sir.

The CHAIRMAN. Suppose a boy started in a thing and he does not succeed, you take him out and start him in something else and he does not succeed, and take him out start with something else still, are you persistent about it?

Mr. LAMKIN. You mean the training, to limit the number of chances he can have?

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The CHAIRMAN. Yes.

Mr. LAMKIN. We put no limit on it. We would do this, Mr. Chairman. I think if the boy had a very minor disability who came in and wanted to change from one course to another and we felt that he was not trying particularly hard, we might say to him, "You make good in this; we believe you can make good in this," and hold him to his work. But with the man who makes an honest effort, we are going to rehabilitate him if there is any line in which he can be rehabilitated.

The CHAIRMAN. Did you have any other matter that you wanted to present in your examination in chief or in your direct?

Mr. LAMKIN. You gentlemen will not disturb me by asking questions.

The CHAIRMAN. I do not want to open up fields that you have been over.

Mr. LAMKIN. I would say this, that some people act as if they thought vocational training was a reward for overseas service, and a reward for bravery upon the battle field. That is not the law. Some complaints are made as to those men that gave good service and good account of themselves in the armies, people saying they ought to be trained because of that; but that is not the law. I remember one vocational adviser always wrote on every advisement he made, that this man is a good soldier. If you train every good soldier in the American Army, we would train the whole Army. That is not the law. Those things you should think about when we are discussing the whole question of vocational rehabilitation.

The CHAIRMAN. I understand, Mr. Lamkin, that we are holding strictly to the literal interpretation where the law says if he is unable to enter upon a gainful occupation and resume his prior work or take up some new work—there are three lines there in regard to it, as I recall it.

Mr. LAMKIN. That is the original law, Mr. Chairman; that is not the present law.

The CHAIRMAN. The present law is broader than that.

Mr. LAMKIN. The present law is broader; yes. I went over that in the testimony this morning.

The CHAIRMAN. I remember that is an amendment.

Mr. LAMKIN. If we had hewn to the letter of the former law, I think your former estimates of between 15,000 and 20,000 men entitled to training would be about correct. But I would not begin to say that even one-third of the men who were approved for training could not reenter the same occupation. But they are handicapped in entering it.

The CHAIRMAN. Would it be interrupting you to ask first about how many people you think will be eligible to training and about how long it is likely to take to finish the work?

Mr. LAMKIN. That depends on whether the law stands as it is or whether it is revised. Assuming that it stands as it is, I should say probably 85,000 would be eligible to section 2 of the law.

The CHAIRMAN. The 100,000 would be about 33 per cent of all?

Mr. LAMKIN. Of all who were discharged with disability.

The CHAIRMAN. That is what I mean.

Mr. LAMKIN. Yes.

The CHAIRMAN. How does that rank with what Canada has done? Canada, I think, would be the most advanced of all the countries.

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Mr. LAMKIN. I think Canada had 600,000 men discharged with disability, and they have had 45,000 recommendations in Ottawa and have approved 39,000 of them.

Mr. ROBSION. That official dispatch we had the other day showed 43,000 in training.

Mr. LAMKIN. I think the official dispatch, Mr. Chairman, included not only the disability training but included those minors who enlisted, less than 18 years of age, and who will be retrained by the Government, because their training was interrupted. I am ready to file with the committee a certified copy of the official report sent to us by the Canadian Government, which shows that on the 31st day of March, 1919, they had received in the disability ratings 45,557 recommendations at Ottawa, which is the central office there, and that they have approved—37,693 courses—and that 3,845 men had begun training. They have been at this job practically two years longer than we have. I think when this committee gets ready to do it, that they can show that the United States of America is doing more for its disabled men than any other country in the world. The figures show they also have 12,600 main courses recommended for the minors, under 18 years of age, making a total of 58,157 recommendations at Ottawa.

The CHAIRMAN. I think we should prefer to let you go ahead and make your consecutive statement—that is, that questions would lead you afield from your work.

Mr. LAMKIN. I want to do the will of the committee.

The CHAIRMAN. When you have covered the field which you desire, when you are through, I want some one who has been here all the time while you have been here to take the examination in chief, since I have not been here to do it, so that we will get all the facts and have a thorough examination, that we may know the real status of the situation.

Mr. LAMKIN. I am very glad to answer in any way that it pleases the committee.

Mr. LAMKIN. The question has been raised, Mr. Chairman, as to personal touch with these men. I think that the board realizes that, and the people who are in the work realize the necessity for the personal touch just as much as any member of the committee could realize it. We are making every attempt to get and keep in personal touch with the boys. I think, too, you realize that we have to do what we can to hold overhead expenses to the minimum, and in doing that, in order to keep from having to send men around over the country and paying traveling expenses, we write a number of letters. I have seen some of these letters presented to the committee that are rubber stamped. I think that is not a good plan. I think that there should be no rubber-stamped letters sent out. So far as we know we are sending none out from the central office. We give that much of a personal touch anyway by having a girl read the mail and sign the name in ink to the letters. I think it is worth it, and I believe we should follow it in the districts.

The CHAIRMAN. Isn't it true that as a general rule the routine work in the War Department is done by rubber stamp?

Mr. LAMKIN. I think it is.

The CHAIRMAN. I think in the War Department the routine work is done that way. I don't think the War Risk Insurance Bureau is

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doing that so much, and I don't think that anything I have received from the Federal Board has been signed that way, but it is a very common thing, as I now recall, to receive rubbed-stamp signed letters from the War Department on purely routine work.

Mr. LAMKIN. I think that is true, but some of the boys told us at St. Louis when I was there, "You people are the first people that treated men like a man since I went into the Army." And I think we have got to treat these boys like men, and there is a personal touch that comes from a written signature that you will never get from a stamped signature in the world.

The CHAIRMAN. I agree with you that that ought to be done where it can be done, but I recall that if I have a letter from the War Department the letter is written by a stenographer and the name of the party is signed by the stenographer and then over the name is the rubber stamp of the signature.

Mr. LAMKIN. Well, we type the signature in, but a number of letters go out from the districts with a typed name in, and then the rubber stamp is over the typed name. Then, of course, it is pretty hard to write a letter that carries just exactly what you mean.

The CHAIRMAN. A boy who is disabled, who is looking for some recognition, would resent receiving a letter that was not signed.

Mr. LAMKIN. I think so; and I think we have to be very careful in the framing of the letter to him. It is an art that everybody has not acquired.

I think I have discussed briefly the medical care of men in training. Instruction No. 37 which has been filed with you covers that. In brief it provides as follows: That the man must have immediate medical care when he needs it; if it is a recurrence of his disability incurred in the service, the Bureau of War Risk Insurance will pay for it; if it is not a recurrence of his war disability, the Federal Board will pay for it, on the ground that it is necessary that the man keep in training. We have notified the counselors to keep in touch with these boys and see that they get medical attention immediately. The letter to the men, circular letter No. 615, which I will not take time to read—it is filed here—is a letter to each man in which the statement is definitely made to him that the medical examinations which we are asking for from time to time are for the purpose of keeping him in training, not of taking him out. There are some disabilities for which no further medical examination is necessary—amputation cases, and things of that kind. Systemic disabilities are those for which medical examination is necessary from time to time in order that the man's health may be restored.

The CHAIRMAN. While you are on the examination question, you were here when different witnesses testified to interminable examinations that they had been called upon for?

Mr. LAMKIN. Yes, sir.

The CHAIRMAN. Have you gone into that?

Mr. LAMKIN. No, sir.

The CHAIRMAN. Well, the committee, I am sure, would like to know why that was.

Mr. LAMKIN. I think there have been too many examinations, Mr. Chairman. I think there have been too many examinations of the men.

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The CHAIRMAN. It appeared that way to the committee. I have been wondering whether there was any ground for it.

Mr. LAMKIN. We are trying to cut down those examinations as much as we can. I think there are no doctors on the committee, are there? The doctor, you know, has to have pretty complete evidence and pretty recent evidence before he is willing to act on it, but all of our instructions are to the effect that examinations—that the examination that we have must be accepted. Now, there is this: I think you should remember, that the boy does not distinguish between the examination which is taken for the bureau and the examination which may be required by the board, and the bureau requires continual examinations or follow-up examinations, to see his present physical condition from time to time. The board has not required it, except to see whether or not he is getting any better or whether or not the training is such that he can carry it on.

The CHAIRMAN. Well, from the testimony from these boys, it would seem that the order always went from the board up there.

Mr. LAMKIN. Yes; I think that is true. I think too many of them were made. I haven't any doubt about it that too many of them were made. I think examinations were in the folders that the men ought to have acted on.

Mr. ROBSION. If the chairman will permit me there, were those men paid at so much per examination or by the day or by the month?

Mr. LAMKIN. No, sir; they were sent to the Public Health examiners, who were paid a salary. The Public Health examiners receive so much—well, they are commissioned as captains or majors or lieutenant colonels, or whatever they are, and they get so much salary.

Mr. ROBSION. Wasn't there an arrangement in the New York office whereby the doctors there got so much per examination?

Mr. LAMKIN. Yes, sir; in the New York office the contract provided that a doctor should receive $3 per examination for not to exceed 66 examinations per month, or a maximum of $200 a month.

Mr. ROBSION. That is where these extra examinations were had that have been complained of before the committee, weren't they?

Mr. LAMKIN. No, Mr. Chairman.

Mr. ROBSION. In the New York office?

Mr. LAMKIN. I think that is true in the New York office. But, Mr. Chairman, the bill as it was rendered was for 66 examinations, which ran to $200 a month, but those doctors made, I should say, 600 examinations in the course of the month.

The CHAIRMAN. But they could not charge for more than 66?

Mr. LAMKIN. They could not charge for more than 66. That has been a cause of friction, because the appropriation bill says that these men shall not be paid at a rate in excess of so much. Now, in rendering the bill, instead of having them come down and take the civil-service examination for assistant medical officer, as they would have had to do, and as they would not have done, we got the doctors and kept them at work and paid them on a contract for not to exceed 66 examinations per month, but they were to make all examinations sent to them. So it does not make any difference how much the men were examined; they did not get but $200 per month.

In connection with this question of medical examination, Mr. Chairman, I would like to read two or three letters which are in-

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structions concerning the weight which shall be given to the doctor's decision in the matter of determining eligibility. Here is a note dated October 23 from the chief of the division. The question is raised as to whether or not the central-office case board should accept the decision of the district medical officers, the fellow out in the field, or whether they should themselves pass on the question of degree of disability, and here is my reply:

The chief is of the opinion that the best judge of the man's disability is the doctor who made the examination, and the farther removed from the man the person who judges his case happens to be the less liklihood there is of a just determination. So far as possible district offices should be sustained in all of their decisions, and while the decision should be checked up, the check should be more to determine the efficiency of the work of the district office and of the district officers than to act again on the same matter that has been before them.

It is therefore held that the opinion of the district medical officer in regard to a man's disability should be accepted by central-office case boards; that cases should be reviewed by physicians in the central office, and that the district medical officer should be notified of their errors; that they should be accepted in reaching just conclusions, but that their action should be sustained. If they can not reach correct conclusions after reasonable amount of direction and instruction a new district medical officer should be found.

The CHAIRMAN. Is that the ruling now?

Mr. LAMKIN. Yes, sir: and it has been the ruling of the office at least since the 23d of October.

On December 13 a letter was written out calling attention to paragraph 4 of instructions 47:

In making rulings on eligibility for training, the representatives of central office will consult with the district medical officer or his representatives and will accept their opinion, except in cases of doubt where a previous ruling of the central office medical section contradicts the present ruling of the district medical officer or his assistants. All such doubtful cases will be forwarded to central office for a ruling with complete medical information.

I don't know whether I had better read this letter until Judge Towner is here or not, but he will probably see it in the record. He asked about it this morning.

The CHAIRMAN. Judge Towner is detained on the floor of the House because he has a bill over there.

Mr. LAMKIN. You understand I am not questioning Judge Towner at all, but he was interested in this question as to whether or not a man when he got well should be removed from training. That is the point, in a few words, that he raised, whether or not we should penalize a fellow for getting well.

There was one case that came up from New York in regard to a man named Gallagher who was approved for one year of a three-year course in law, and it was found at the end of the first year that he had overcome his disability; that is, it was probably temporary, gassing or something of that kind, and he had overcome it. On the 17th of March I answered the New York office as follows:

Replying to your letter of March 13, regarding the above-named man, your letter brought the case to the personal attention of the chief for the first time.

I find no definite or formal approval of his course by central office in the folder here. I do find, however, a copy of a letter from Dr. Chandler, chief of the division, evidently approving his course under date of March 26, 1919. The form 115 signed by Gallagher definitely fixes the course at three years.

I hold to the position that when the man was approved under Section II training for a definite course that the Federal Board should carry out its approval, and therefore, you are justified in extending for the second year the course in the law school.

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Had he been told at the beginning of his course that he would be approved for one year under Section II and subsequent training under Section III, we could with propriety adhere to that promise. On the other hand, there is every evidence to show that he was definitely offered a course looking forward to three years and central office will approve your action in extending it accordingly.

Very truly, yours,

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

On March 8 I wrote the following letter to the acting district vocational officer, District No. 2, New York City:

Replying to your inquiry as to whether or not you can be definite and specific in telling men how much training they can have, central office has taken the position to which it adheres, that the American people through their Congress expect such an amount of training to be given to each man as is necessary to overcome the handicap of his disability.

In a few instances only a year's training under section 2 has been awarded subject to examination at the end of that year to determine whether or not the man's training was necessary. Those very few cases have been definitely notified at the time.

Let me explain that just a minute. Doctors do not always agree. Frequently they say—one doctor says: "This man has tuberculosis," another man says he hasn't; one says, "This fellow has been gassed and therefore has a disability"; the other man says, "Yes, he has been gassed, but he hasn't any disability." I remember Dr. Skinner, who was chief medical officer at St. Louis—by the way, a very close friend of Congressman Good—I didn't know it till after he was appointed, but he saw Congressman Good—and I should have put that in the record this morning—and Congressman Good said to him that Congress expected to appropriate all the money necessary to put this work over.

It is pretty hard to get a "gas" case by Dr. Skinner, because he was on the front lines in France; he was gassed himself, and he knows that inside of a few months' time he got all right. He thinks these other boys will get all right. How frequently we have said to these men, "All right, we don't know what your condition is, but we will approve you for a year's training, and we will see at the end of that year whether you should have more training or not; whether you are really disabled or not." There are other fellows who have said, "Well, I have got just a minor disability," as it were—a major handicap, it is true—"if I could get by a year, I could finish up myself." So, to those men we have said, "All right, we will approve you for one year on section 2 training. You get compensation. After that you can finish it up for section 3. Of course, if you are disabled to such an extent that you can not at the end of that time go on, we will carry you further under section 2." But we have definitely notified those men at the time they began their training. [Reading:]

Other men have been awarded one year's training under section 2 and additional training under section 3 and these have been notified.

In cases where men have been awarded one year of a longer course under section 2 it is the expectation of central office that the entire course will be given under section 2 provided the man makes reasonable progress.

No definite training is awarded for a period of longer than one year because of the fact that no appropriations are made beyond the fiscal year ending June 30. Our budget, now before the Appropriations Committees of Congress,

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carries estimated appropriations for the year ending June, 1921. But there is no doubt that Congress will appropriate all the money that is necessary to continue training until men eligible and in training have completed their work.

It is also impossible to say that a man is approved for a period of four years without knowing whether or not he is able to profit by the course in which he has been placed.

In reply, therefore, to your question, men who have been approved for one year of a two-year course, or one year of a three-year course, or one year of a four-year course, should understand that it is the expectation of the Federal Board to carry them through to the completion of that course, provided they make satisfactory progress.

The CHAIRMAN. There is a ruling that I was not aware of that if this fellow enters for three years you only approve him for one year.

Mr. LAMKIN. At a time.

The CHAIRMAN. And make him show his ability at the end of that year before you give him the promise that there will be another approval of another year.

Mr. LAMKIN. I think you will agree that is a reasonable regulation.

The CHAIRMAN. I think that is right, absolutely right. I think it would be very unwise to say to this man, "We are going to give you four years, no matter what happens. We will enter you upon the course for four years with the approval of one year, dependent upon what you can do whether we will carry you on the next year and the next year." I think that would be fair to the man and fair to the Government.

Mr. VESTAL. Mr. Chairman, it rather strikes me as going pretty far to give this training to a boy after the first year if he has completely recovered from his disability.

The CHAIRMAN. That is a question that was raised a while ago.

Mr. VESTAL. Shouldn't the regulation be that this boy is approved for a three-year course, a year at a time, provided that at the end of the year he has made satisfactory progress and still has the disability?

The CHAIRMAN. The board seems to have taken the view that you ought not to penalize a man for getting well. If he gets well, you shut him off.

Mr. VESTAL. I see the point. I was just wondering about that.

The CHAIRMAN. That is pretty strong.

Mr. VESTAL. It is pretty strong; yes.

Mr. LAMKIN. Now, Mr. Chairman, I believe that if you gentlemen will sit down and go through these regulations and get the viewpoint, these several viewpoints that have come in the administration, that you will find the board has been extremely liberal.

The CHAIRMAN. About how many, if you can tell, have been entered for four years—I mean entered upon the course that would take him four years to finish?

Mr. LAMKIN. The estimate which I gave in reply to an inquiry from Congressman Rogers which he submitted here was that 75 out of a thousand would take four years.

The CHAIRMAN. If there were 100,000, that would be 7,500.

Mr. LAMKIN. Yes, sir.

The CHAIRMAN. For four years.

Mr. LAMKIN. Yes, sir.

The CHAIRMAN. What proportion of that number would be on the basis that the Government is educating them?

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Mr. LAMKIN. I am speaking only of Section II—training men.

The CHAIRMAN. But yo uhave entered some in law courses, haven't you?

Mr. LAMKIN. Yes, sir.

The CHAIRMAN. How do you identify that with vocational training?

Mr. LAMKIN. We assumed that law was a vocation.

The CHAIRMAN. That strikes me that it is a profession.

Mr. LAMKIN. There are some lawyers that are making a mighty good living.

The CHAIRMAN. Are ther many entered in the law?

Mr. LAMKIN. I think I can give you that. I am not very enthusiastic over entering people in law courses, Mr. Chairman. They have to starve to death too long after they come out.

Mr. VESTAL. I was going to say that it has always been more of a profession than a vocation with me. [Laughter.]

Mr. LAMKIN. I understand that there is some opposition to increasing the membership of the House of Representatives.

Five hundred and forty-five were reported on the 28th of February as having been entered in courses in law out of 28,074—that were reported on that date, you understand. There is this other situation, though, Mr. Chairman, that we must think about, and that is that training in law is almost of as much value to a man that is going into a mercantile establishment or into a banking house or into a trust company as it is to a man that is going to practice law.

The CHAIRMAN. I admit that. I can see also that if a young man has been taken out of law school where he had carried on his course, and was sent to the Army, he ought to be permitted to go on with his course.

Mr. LAMKIN. I think that is the general disposition.

Mr. VESTAL. That argument, Mr. Chairman, you remember, was made before the House when this bill was first passed.

The CHAIRMAN. Yes; that seems to me that is perfectly rational.

Mr. LAMKIN. We speak sometimes about the Director of the Bureau of War Risk Insurance. The director does not have the human problems of determining whether or not this fellow is making good in the course and whether or not he ought to be carried over to some other course. He does not have those problems to meet.

Now, there are a number of men, Mr. Chairman, who we have entered in courses in "receiving stations," as we call them—you understand what I mean by receiving stations, a try-out school. When we get a boy that we don't know what to do with, and he don't know; he has no occupation and has never been trained for anything, we put him in this receiving station and try him out on a course or two to see what he can do, giving him at the same time instruction in English, and the question has been raised as to whether or not we ought to give these men any more training. Suppose we try them out for 60 days and find out that they are getting in good physical condition so that they would not necessarily need further training; our reply to that is this:

In reply to your inquiry as to men who are placed in receiving stations previous to the establishment of their eligibility for training, who are now coming up for rerating, you are authorized to extend the period of training for

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these men not to exceed one year from date of their entering training, so that they will profit by the training which they have received.

In the opinion of the chief, these men were deemed eligible when placed in receiving-station status and were placed there by the action of the district vocational officer; therefore, such extension should be allowed as would enable them to profit by the training offered them.

In other words, those men, of course, are low-grade men—I mean low grade educationally; I don't mean any other way. They are low grade educationally, and you put them in a receiving station and you keep them there on some English work and try-out work for 60 or 90 days, and the board believes that it is acting within the law and that it is a good investment for the Government to give those fellows a year—not to exceed a year's training—in order to fit them definitely for some work which they can do.

Mr. VESTAL. You find out, as I understand, by this try-out of 60 days what the boy can best do?

Mr. LAMKIN. Yes, sir.

Mr. VESTAL. Then, you propose for the remainder of the year to train him in that particular line?

Mr. LAMKIN. In that particular line; yes, sir.

The CHAIRMAN. There seems to be quite a disparity in numbers between those who have been approved and those who are entered, and there is a query in the public mind why there should be so many that have been approved that are not yet entered in training.

Mr. LAMKIN. There are a good many answers to that. The Canadian experience shows that 22 per cent of the men approved never did enter training. A number of these men who have been approved are in no physical condition to enter training; another large number of men are indifferent as to going in; they don't see any necessity for it; they don't see where it is going to lead them; they don't go.

There is another large percentage who are making money now under present industrial conditions, where they can go out and make a lot of money. There is one establishment in this country I know whose authorities made the statement that they would give any returned soldier a job that came, and if he could not stand up they would let him sit down; if he could not sit down, he could lie down, and they would give him a job at $6 a day.

Mr. ROBSION. What firm is that?

Mr. LAMKIN. Henry Ford. Now, if he goes up there to an establishment of that kind, say, in the city of Detroit, the automobile industry—all the automobile industries are paying high wages for men if they can even turn a bolt.

The CHAIRMAN. I am afraid Henry's heart is getting ahead of his head there. [Laughter.]

Mr. LAMKIN. I am not passing on that, Mr. Chairman.

Mr. VESTAL. He is trying to atone. [Laughter.]

Mr. LAMKIN. Now, there are other conditions, industrial conditions everywhere. You take it in the oil fields. A man doesn't have to be entirely a well man to make quite little money in the oil fields. There are some other districts, as I say, where the men are not interested in training and you can't get them in.

The CHAIRMAN. Are we to assume from that statement that there will be a good many that will never enter training?

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Mr. LAMKIN. I think so. At one time, along about the 1st of January, we had reached 73 per cent of the men approved were in training. That dropped down then until we got back to 50 per cent. I doubt if we will ever run much above 60 per cent of men approved for training who will be in training, unless there is an industrial depression, and when the industrial depression comes, if the Darrow bill is passed and a boy can get $100 a month plus an attendance allowance for going to school, he will go.

Mr. VESTAL. Are we to understand also from your statement, Mr. Lamkin, that all these boys who have registered for training, that really want training, are getting training?

Mr. LAMKIN. All who have been approved for training and who want it are getting it; not all who have been registered. We are going to clear this whole registration, but we have not done it yet.

Mr. VESTAL. Now, let me ask you another question. Are we to understand that all the boys that have been registered, that have asked for training, have been approved?

Mr. LAMKIN. No, sir.

Mr. VESTAL. How many will you say that have asked for training have not yet been approved?

Mr. LAMKIN. Our figures of the 15th of April show that there are about 200,000 registrations. Now, what I mean by "registration" is that we have that many names under consideration. It does not mean that they have applied. The Bureau of War Risk Insurance law, you understand, requires a man to file an application for compensation; it requires him to take the initiative. The Federal Board law does not—the rehabilitation act does not. Of those 200,000 names that we have, about 58,000 of them were approved for section 2 training; 36,000 were approved for section 3 training; 51,000 had been found to be ineligible and the cases closed.

Mr. VESTAL. Now, will you let me have those figures again? How many for section 2 training?

Mr. LAMKIN. Fifty-eight thousand.

Mr. VESTAL. And section 3?

Mr. LAMKIN. Thirty-six thousand.

Mr. VESTAL. And how many disapproved?

Mr. LAMKIN. Closed, disapproved, 51,000. That leaves 55,000 pending.

Mr. VESTAL. I want to get this in my mind. Do I understand that this 55,000 have asked to be approved?

Mr. LAMKIN. No, sir; not necessarily. They are names which we have of men who have been discharged with disability.

Mr. VESTAL. Now, is it the purpose of the board to get to this 55,000 as quickly as possible, to find out whether or not they want training?

Mr. LAMKIN. Yes, sir.

Mr. VESTAL. That is the problem?

Mr. LAMKIN. That is a problem now. In other words, I said yesterday that it was gradual development. Along about the 1st of March we asked the Bureau of War Risk Insurance to run us off a list of men to whom they were paying compensation. We have sent those out to the districts with this instruction: this man has been discharged from the Army under honorable conditions with

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a disability for which he is being paid compensation. He is entitled to section 3 training if he wants it; get his medical record from the Public Health, or any other records that you can get, and find out whether or not he is entitled to section 2. If he is, offer that to him and clear up this load. Now, this shows that we have acted on 145,000 cases. The 15th of September we had acted on 32,500.

The CHAIRMAN. One other question, Mr. Lamkin, about those not entering who had been approved. Is anyone now denied training because we have not the facilities?

Mr. LAMKIN. Not now, I think. There are some cases where a man prefers to enter training at the beginning of a semester, the beginning of a school term, and those men defer on their own accord. On the other hand, it was mentioned here the other day—I expect to get to that part of the testimony, but it is well to put it in now—we have a contract with Temple University at Philadelphia, as you know, and the contract reads, not as Mr. Reid says, that we will guarantee them 1,000 students, but our contract provides that they will take up to 1,000 students. Now, if a boy says, "I want to start to school to-day for university work or college work," he can take any kind of course he wants to take at Temple if he is willing to go until his regular session of school which he wants to attend is open for him.

The CHAIRMAN. Can he enter any time?

Mr. LAMKIN. He can enter any time. We can arrange for him to enter any time.

As far as agricultural schools are concerned, we can enter those boys any time in the year, but they prefer them to enter on the first of every month in some agricultural schools.

For trade and industrial schools we can get the boy some kind of training. We can not get him into the training that he wants in some of these better trades and industrial schools at this time, but a number of these fellows say, "I would rather defer training; I would rather wait until the first of the year—the first semester—in order to go in."

Mr. VESTAL. Maybe I did not make myself clear—what I wanted to find out was, there has been a lot of testimony here about boys having to wait six months or a year after they had applied for training before the cases were acted upon; now, the point I want to get at is this: Is there any soldier that has asked for training, who has come in and asked for training that has been put off from day to day and not approved or his case not acted upon?

Mr. LAMKIN. No, sir; the cases are acted upon. It may be that they are not approved.

Mr. VESTAL. Well, that is what I mean, acted upon.

Mr. LAMPKIN. We are acting on them, and there are some cases that we can not say "yes" and can not say "no" until there is some other definite information which is necessary from a legal standpoint to get, and we are going to get that just as quick as we can. But these boys who come in day after day are the boys who have been told "no"; that they are not entitled under the law to section 2 training, and they want section 2 training, and as I said this morning they got the impression that they are entitled to section 2 training, and they are still going after it.

Mr. VESTAL. Would you say that that states the fact in practically all of these cases where there has been a delay; that it has been over

the question of whether they should have section 2 or section 3 training?

Mr. LAMKIN. I think so, since the middle of July.

Mr. VESTAL. The middle of last July?

Mr. LAMPKIN. Yes, sir. Prior to that time they were delayed on account of the Bureau of War Risk. But understand I am not in the attitude of criticizing the Bureau of War Risk; I think we were the only English-speaking country, Mr. Chairman, that discharged our soldiers prior to the time the question of compensation and disability vocational training was determined. The other English-speaking countries kept the soldiers on the pay rolls until they determined this question. England, I think, gave them four checks which they could cash at any local post office, and they used that—kept right on with their Army pay until "pensions" and training were determined. And a great many of these cases of complaint are cases of economics where they want economic relief rather than vocational rehabilitation. I know one man that came here who is drawing, as I understand, $157.50 a month. He quit his training and complained of the board.

This is an educational problem, Mr. Chairman. I think I said this morning, and I would like to repeat when you are here, when I went to Cleveland last February, to a meeting of the National Education Association, I stated then to the chairman of the educational council that I thought rehabilitation challenged the educational interests of the country, because if the school system of America can not train men for jobs then the school system of America needs some reorganization. And yet, in spite of that, we have not employed all schoolteachers. Testimony was given here that we are employing all school teachers, but that testimony is based upon a wrong assumption of facts. We had on the 1st of April, 67 men employed in the districts. I don't mean clerks; I mean staff members. Of those, 285 were teachers, before they went either into military service or into the service of the board, and 383 were not teachers before they went in. And yet the training process, I don't care whether it is in a school or whether it is in a shop, the training process is an educational process, and the man who is supervising the work has to know something about the gradual educational development of the man who is being trained, and he has to know when you put a man in a shop whether or not that man is on the operation and getting training from the operation, or whether he is on an operation and producing for the employer.

A question was raised right along the same line about which you were speaking as to discontinuances. It has been stated that a large percentage of our men were discontinuing training.

The CHAIRMAN. Ten per cent. That was not very large.

Mr. LAMKIN. Well, 10 per cent. The Canadian figures for about the 1st of March, I think it was, showed that 9.4 per cent of men who had started training in Canada discontinued. At the same time our figures showed that 9.2 per cent of our men had discontinued training. The winter is over; spring is here, and probably a little larger per cent of our men are discontinuing—probably 10 per cent now. We checked up 2,277 of them, and 44 per cent was due to physical condition—44 per cent of the discontinuances.

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Mr. VESTAL. What do you mean by that? That they have overcome their disability?

Mr. LAMKIN. No, sir; that they got sick again and had to go back to the hospital or go home. Twenty-one per cent was due to lack of interest; 2 per cent were dissatisfied; 2 per cent were discontinued by the board because of nonattendance.

The CHAIRMAN. How did you arrive at that estimate?

Mr. LAMKIN. We pulled 2,277 cases from our files here when the statement was made, and we wanted to find out why they were discontinued and took records that had been sent in to this office—the "107-B" form, as they call it—they send it in and state why this man has discontinued. We have followed him up and gotten in contact with him and found out exactly why he is out.

Mr. BURROUGHS. What is the total number of cases you examined in that way?

Mr. LAMKIN. Two thousand two hundred and seventy-seven. That is two-thirds of those who are out, approximately. Six per cent were those who had been approved and said they went, but never got to the school at all—never got to the place of training.

Mr. VESTAL. That were approved?

Mr. LAMKIN. That were approved and said they would go, and notified us that they had gone; and we ran them down and found out that they didn't get there at all—the fellow didn't show up.

Six per cent quit to accept employment not as the result of training. Now, get the distinction there. Here is a fellow who gets a job——

Mr. ROBSION (interposing). What was that figure?

Mr. LAMKIN. Six per cent quit to accept employment which was not the result of training—some other employment than that for which they were trained.

Mr. VESTAL. That is, some boy was in training, and somebody offered him a job, and he quit to get the money?

Mr. LAMKIN. Yes, sir; he quit to get the money.

Three per cent were discontinued on account of their own misconduct. You understand, this is not 3 per cent of all those who went into training, but 3 per cent of those who discontinued.

Mr. BURROUGHS. That is the percentage on the basis of the per cent which you have given?

Mr. LAMKIN Yes, sir. In other words, there were 84 cases discontinued on account of their own misconduct out of some 34,000. You understand, 34,000 means 13 universities with 2,500 men apiece. You would think a university that has 2,500 men is a right good school, yet inside of a little over a year and a half this Government has practically established and maintained 13 of those universities, and of that, only 84 men have been dropped out because of misconduct.

The CHAIRMAN. That probably is a very much smaller per cent than those who do drop out of colleges.

Mr. LAMKIN. Yes, sir.

Mr. VESTAL. I was thinking that myself, Mr. Chairman.

Mr. LAMKIN. Five per cent discontinued for natural reasons which they did not tell. One per cent died, and 5 per cent were later found not legally eligible.

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Here is the situation that the board is in: We have to have in this folder enough evidence to pass a Treasury requirement for the payment of money. I now remember one or two of these fellows we had to take out of training because they were not legally eligible. I do not remember the man's name, but I remember one whom we had to take out of training in district No. 1—the Boston district. He had lost a hand, but we found that he had been dishonorably discharged. He went into the Boston office with a hand off and said he had been discharged from the Navy, and the Boston office put him in training, as they ought to have done. We ran him down, and when we verified his record we found that he had a court-martial record in the Navy; that he was loading a ship somewhere and found a dynamite bomb in the cargo, and he was told to throw it overboard, but instead of throwing it overboard he hit it with a hammer and it blew his hand off, and they dishonorably discharged him. It is not the question as to whether or not that boy ought to have been saved if we could save him, but we can not spend Government money on him because he was dishonorably discharged from the service.

The CHAIRMAN. You could not spend it on him if you knew; it would be better not to know it.

Mr. LAMKIN. I think that is true.

Now, that gives the reasons for the discontinuances.

You asked me this morning, Mr. Chairman—I am ready to discuss that now, if you want—you said this morning you wanted to know something about expenditures. Mr. Munroe on yesterday, I think, filed with the committee a statement of expenditures for the month of March. I would like to make this statement about payments of the boys in training. We are sending their checks out to the boys twice a month. We mail them from this office to the several district offices, who in turn send them on over to the boys. Since the 1st of January the first half month's pay has gone out to the Boston office not later than the 12th of the month.

Mr. BRAND. May I ask a question right there? Why do you send it to the district offices instead of sending it direct to the boys?

Mr. LAMKIN. Well, sir, I went into that yesterday.

Mr. BRAND. Well, never mind, then.

Mr. LAMKIN. It won't take but a minute, though, to say that again. The district office has authority to change a man's training from one institution to another—one place of training to another; the district office knows the man's last address; we do not. There are a large number of these men who are in training.

The next thing is, this boy may have borrowed money to start his first two weeks, either from the Elks or from the Red Cross. The district office knows that; we do not; and one of the first things which the boy ought to be taught is to pay his debts, and if he has borrowed $25 with the understanding that he is going to pay it back, he will pay it back sometimes if it comes through the local office and through the counselor, who will say to him, "Now, you owe the Elks $25; pay them $10 out of this check," and the boy is glad to do it.

Now, the reason we don't put disbursing officers in the districts and disburse from the districts is because of the overhead expense.

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We can get out 35,000 checks here with practically the same machinery and with less than the proportionate part of the machinery it would take to get them out in 14 districts; and the second reason is that we haven't got the men and we can't get the men at $2,400 who know Government red tape regulations concerning the payment of money sufficiently well to intrust this work to 14 districts.

The last half of the month's checks have never gone out of here later than the 27th to the Boston office, and it is similar with other offices. I think that there has been, since the 1st of January, not a single time when the checks have been mailed for the first half of the month as late as the 15th, or for the last half of the month any later than the 29th—yes; one time they were mailed on the 30th to three districts. That shows that we are getting the money out to the boys in training.

Now, there is a question raised as to dependency claims. When the dependency claim is made and approved that delays sometimes for two or three days the payment of that man's check, but as soon as a man goes into training we put him on the roll at $80, and then we pass on his dependency claim when it is filed later. It is either do that or let him wait for all of his money until the dependency claim is filed and approved. It is better to put him on the roll for what we know we can pay him. Now, our law is different from the Bureau of War Risk Insurance law in this: That we have to pay all of our money to the man; we can't pay any of it to his dependents. The bureau pays a certain amount to the man and a certain amount to the dependents, but this law as written provides that a man without dependents shall receive $80 a month and a man with dependents shall receive $100 a month plus certain dependency allowances. So our checks have to be made direct to the man. No one else can collect them.

Our expenditures for the month of April were $3,984,699.90. I can not tell you just how much of that went for each purpose, because it had not been segregated. This is taken as a balance from our disbursing officer's books, and it takes three or four days to get it segregated into the various items in the auditor's books. We have left on the 1st day of May $6,197,441.74, and that will last us through the month of May, but will not last us through June; and Mr. Good has been told and has notified us that the deficiency appropriation bill will come out along about the 15th of May. I think he told us it would be reported out about then.

The CHAIRMAN. Your expense in May was over $3,000,000. Is that a monthly expense?

Mr. LAMKIN. Yes—not quite $4,000,000—$3,984,699.90. That was during the month of April.

The CHAIRMAN. And next year the appropriation is $90,000,000. Is that to be regarded as a year's appropriation?

Mr. LAMKIN. Yes, sir. We based that on the estimate of an average of 48,550 men in training per month during the entire fiscal year. It is believed that during the first six months of the next fiscal year an average of 52,000 men will be pursuing courses. Our estimate made last October was 30,000 men in training the last three months. We have run over in every month, in every month since October we have run over.

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The CHAIRMAN. May I ask whether your estimates for the $90,000,000 included the Darrow bill?

Mr. LAMKIN. No, sir; they did not include the Darrow bill. These statements that I shall file will show that in March, 1920, the overhead was something less than 14 per cent. That is not a fair month because, again, you have to understand the figures or they will not mean anything.

The CHAIRMAN. Have you got that statement so segregated that members of the committee can understand it?

Mr. LAMKIN. Yes, sir; it will be; but I am just putting this explanation in that March is not a fair month because the last pay roll for the month of February for the soldiers was charged against the books on March 1, so it appears that the pay roll for the soldiers for March was bigger than it should be. But our expenditures since the organization of the rehabilitation division, or overhead, are less than 25 per cent, and since the 1st of July they are less than 20 per cent.

Now, this statement you will be interested in, I am sure, that on the last pay roll adjustment the average per half month to every man in training was $51.08, of all of these fellows who are being paid. In other words, it is running now—that pay roll would have run $102.16 per man per month for maintenance. That is a little higher than the average, because if a man went into training, for instance, the 1st of January and he had a dependent wife but he made no claim for his dependent wife, he is put on the pay roll at $80 a month; then he puts in his claim later for a dependent wife and it comes through, and that gives him $115 a month, or a difference of $35 a month paid back to the time he went into training, and he will get then on this pay roll an adjustment probably of $105 or $125, which will raise the average. But the soldiers are being paid now about $100 per man per month.

Mr. Chairman, the question has been brought up several times about the salary limitations, and I would dislike to make this statement—I don't want to burden the record, but here is a letter dated April 26 from Harold Vaughn, a representative in the Pihliadelphia office, one of the best men we have, sending in his resignation and stating:

I have an opportunity to enter commercial life, at the same time to build up my health, and I have accepted it.

Here is a letter, dated April 26, from George W. Weaver, who is superintendent of training, supervisory training, in the Philadelphia office, saying:

I have recently been appointed director of the Johnson Manual Training School, Scranton, Pa., and in so far as it offers more permanent employment, is directly in line with my past experience and preparation, offers great possibilities and a very substantial increase in salary. I feel that there was only one decision that I could make, much as I regretted it.

We were paying Mr. Weaver $3,500; they pay him his home and $5,500 a year.

Here is a letter under date of April 22, stating:

After conferring with you in Washington last week I have given a great deal of thought and consideration to the offer of a position which is at present staring me in the face. It seems, after everything is taken into consideration, it will be best for me to sever my connection with the Federal Board and accept this offer, which is one of greater remuneration and one which offers an opportunity for continuous employment.

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That is signed by Charles W. Sylvester, who has been district vocational officer at Chicago ever since the board started its work.

Mr. Hamilton, superintendent of advisement and training, notifies me that Mr. L. O. Cummings, supervisor of advisement and training district No. 4, Baltimore, Md., is leaving the service to accept a position in the department of education, Harvard University. He says:

Mr. Cummings is not withdrawing because of a higher salary, but to accept a position of permanency leading to a $5,000 salary, and one which, at the same time, will permit him to complete his work for his doctor's degree.

He leaves the 1st of June.

Mr. Sibley, of the New Orleans office, writes under date of April 24—none of these, Mr. Chairman, are solicited letters; they are just as I picked them up coming across my desk, in order that you might know the conditions we are facing to-day. He says:

Referring to your letter of April 21, beg to say that I believe you have covered the situation adequately in stating the difficulties under which competent men may be employed in the training and placement sections. While formerly it was possible to secure good men at salaries of $2,400 per annum, or less, in the training sections, it is becoming increasingly more difficult each month, as most of the schools are recognizing the value of competent service in the teaching profession and are raising salaries accordingly.

For the placement section, however, the requirements are so unreasonable as set forth by the Civil Service Commission that it is very difficult to induce competent men to apply at the salaries listed. While the South has a reputation of paying less salaries and wages than other sections of the country, we have not found it possible to secure competent men possessing the necessary qualifications in the placement section at the salaries listed.

Here is a copy of a note from Mr. E. L. Shirrell, to Mr. Ricciardi, district vocational officer in San Francisco. Mr. Shirrell is training officer there:

At your suggestion I am placing in writing what I told you previously. One of the business schools here in San Francisco made me an offer to take over the management and guarantee $3,600 per year with the additional money to be gained from commission in tuition. You realize this is a considerable temptation, particularly after a man has spent two years in service at a considerable financial sacrifice.

After lengthy consideration I decided to remain with the board. I frankly state that my reasons for doing so were that about 25 per cent of the men with whom I come in contact are men from my own regiment and division and my interest in them is mostly personal, as it is to the other men, and I feel it a moral obligation to remain and see their course of training on its way. It is decidedly a question as to how much the United States Government expects its employees to sacrifice in a financial way in order to do the work of the Government.

This is from W. F. Shaw, field organizer, who went to the Chicago office recently and wrote me under date of April 8, as follows:

District No. 8—

That is Chicago—

is experiencing unusual difficulty in holding men in the service, due to competition met outside. In addition to the resignation of E. W. Marcellus, the following staff members have recently resigned or are soon to go:

E. L. Hayward, doing work in the training section with extensions and changes of courses, gone.

Harry F. White, Detroit branch office, has accepted $3,600 salary plus expenses and left the service.

E. H. Randolph, placement section, has gone into commercial work.

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R. L. Coville, training section, now on indefinite leave without pay, but will not return.

V. V. Phelps did not return from leave, and has been requested to hand in his resignation.

George Salter, placement section, has quit.

George Deveneau is considering a position with the Oklahoma City Chamber of Commerce and may leave the service soon.

L. W. Wahlstrom is considering another position.

The day before he had wired me as follows:

E. W. Marcellus assistant to Sylvester leaving service to-day to accept higher salary elsewhere.

That was the 7th of April. On the 8th of April he writes me:

Centralia and Rockford, Ill., have been approved as locations for branch offices. The office at Centralia should have been opened three or four months ago in view of the number of men in Southern Illinois who can be handled from that office. However, neither office has been opened, due to the fact that district No. 8 has no men to place in charge at either office. Mr. Sylvester states that he has two men in training for these positions, but he can not send them from the Chicago office until he has men qualified to replace them in Chicago.

The point involved seems to center about the matter of getting additional personnel. If central office has anyone in sight, it would be well to send help to district No. 8.

C. E. Partch, of St. Louis, writes me under date of April 12:

Supplementing our telegram of this date relative to the number of men employed in this office who were formerly school-teachers and those who were not prior to their employment with the board, and asking for names and number of men who had resigned since July 11 for the reason that their salaries were inadequate.

The question had been raised in a hearing and I wired to ask him how many men employed were formerly school-teachers and how many were not. [Reading:]

I wish to advise you that Mr. McEachron is leaving us some time between now and May 1, although his resignation is not actually in yet, and that Mr. Nelson and Mr. Head are considering offers in other lines where they will receive a substantial increase in salary.

Very truly, yours,

C. E. PARTCH,
District Vocational Officer.

The CHAIRMAN. Mr. Lamkin, if the item of salary was not mentioned there, I would be led to think that those persons employed may be dissatisfied and demand an explanation of why they were leaving. It would appear that the work is disintegrating, and could it be attributed to the fact that it was due to dissatisfaction of these men?

Mr. LAMKIN. No; I think all of these state they are leaving because of lack of salary. He states that—

Mr. Nelson and Mr. Head are considering offers in other lines where they will receive a substantial increase in salary.

Then, here is the postscript:

Mr. Ball just left the office. He is considering going into business for himself just because he can not live in St. Louis on $2,400. He has a wife and two children.

The CHAIRMAN. That general breaking up there in Chicago is due to low salaries?

Mr. LAMKIN. Due to salary limitations.

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Here is a letter from a man named Rogers, who I do not know, dated Boston, Mass., April 21, 1920, and addressed to the Civil Service Commission, attention Mr. Lamkin. I don't know why he addressed it to the Civil Service Commission, my attention. He says:

Your night letter of April 20 is at hand. I beg to advise you that since taking the examination for position on the Federal Vocational Board, that I have made other connection with a prominent business house and feel that a move in the Government work would be very disadvantageous, both from a financial and business standpoint.

Thanking you for the appointment, I am,

Respectfully yours,

CHARLES H. ROGERS.

The CHAIRMAN. So you can definitely make the statement that these people leaving have gone on account of salary?

Mr. LAMKIN. The district offices report 148 men in the districts have resigned since the 11th of July because of salary limitations, and it is just a question of holding the better men. I have made no canvass of the central office.

The CHAIRMAN. That would indicate that you had pretty good men, because they were being picked up by other institutions.

Mr. LAMKIN. Mr. Marcellus, assistant at Chicago, whom we are paying $3,500, starts out at $4,500. Mr. Sylvester, district vocational officer at Chicago, starts out at $5,500 with a promise of $6,000 within six months.

Mr. VESTAL. May I ask what was Mr. Sylvester's business before he went into this work?

Mr. LAMKIN. I think he was a teacher, as I recollect. I am not sure about that, but I think Mr. Sylvester was a teacher. But he said to me, "I am a young man; I don't ever expect to go back into the schoolroom again; I am getting out into business and here is an opportunity, and I feel that I have made a financial sacrifice as long as I should."

Mr. VESTAL. I think he is a very capable man from what I know of him.

Mr. LAMKIN. I know the men in the central office here, some of them are here at sacrifices, and they can not afford to stay.

Now, the question was raised, too, Mr. Chairman, in regard to the payment of accounts.

The CHAIRMAN. Mr. Lamkin, before you leave that, do you think it is necessary for Congress to make a rerating of those salaries in order to get effective work?

Mr. LAMKIN. I think it is. I think there can be no question about it, Mr. Chairman. I think you had better have one man and pay him $4,800 if he is the right man, than to have two $2,400 men. I think we had better have one $4,000 man handling these boys than two $2,000 men.

Mr. ROBSION. That is predicted upon the present condition of things.

Mr. LAMKIN. What do you mean?

Mr. ROBSION. In the way of expenses and everything, living expenses and everything else.

Mr. LAMKIN. Yes; certainly.

The CHAIRMAN. They are likely to continue for some time at least.

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Mr. LAMKIN. I told Mr. Good at the last meeting of the appropriations committee that I am one person that would like to make a record in Government service, and I am sure the board would like to make a record of doing a big job and keeping the expenses down as much as we can, but the economical way to keep expenses down is to get competent people to do the work.

Mr. BURROUGHS. To what extent, Mr. Lamkin, in case the board had authority to pay salaries up to $4,000, we will say, where you now have a limitation of $2,400, to what extent would it be your judgment that there should be a reorganization, and to what extent; would you simply increase the salaries of the men you already have from $2,400 to $4,000 and keep right on with the same men?

Mr. LAMKIN. There are a number of these men whom I would not increase the salaries at all, Mr. Burroughs. I think as far as the administrative officers of the board are concerned the salary limitations have been rather a good thing to hide behind sometimes. We could shift the responsibility onto Congress when we didn't want to increase a man's salary, which we have done in some instances. We have said, "No; we can't increase your salary, because we have to use that salary which we have for some one else in a more important position."

But I feel that you ought to intrust your administrative officers with power to pay salaries and hold them to strict accountability.

The CHAIRMAN. It is very unsafe, Mr. Lamkin, to make lump-sum appropriations and leave the salary open.

Mr. LAMKIN. I think that is true.

The CHAIRMAN. You must recognize that.

Mr. LAMKIN. I think that is true.

The CHAIRMAN. Especially in governmental lines.

Mr. LAMKIN. I am not trying to solve all these problems, Mr. Chairman; I am trying to state them.

The CHAIRMAN. Well, I asked the question because it is going to face us—this salary question.

Mr. LAMKIN. It is facing us all the time, and it is just a question of holding these men that we have or going out and getting others and training them, and when developed to be really serviceable to lose them. This is temporary work and men are not going into temporary work at the same salaries that they would be willing to go into other work. The war is over. Although this is war work, people are not recognizing it as war work.

Now, if you want to put it into the record, Mr. Chairman, I can give you a list as of April 1 of every voucher that has been submitted to this office, the amount of it, the date it got here, and why it had not been paid, and I can do the same thing for the 1st of May.

The CHAIRMAN. Would the members of the committee think that would be necessary?

Mr. LAMKIN. You would probably want this: On the 1st day of April there were 4,259 vouchers in this office not paid; 74 per cent of them came into the office during the month of March.

Mr. ROBSION. What do they aggregate?

Mr. LAMKIN. $405,842.23. Now when I lived in Missouri that was a lot of money; when I have lived here it is a lot of money, but that represents approximately two weeks' work.

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The CHAIRMAN. And you are doing nearly $4,000,000 a month work?

Mr. LAMKIN. $4,000,000 a month, $150,000 a day on the average. I will give you the figures.

The CHAIRMAN. I think if you make a summary it would be sufficient, rather than put all of those in.

Mr. LAMKIN. I will make this statement, Mr. Chairman, that we are nearer up with our bills than any Government organization in Washington that is handling that much money.

One of these vouchers has been in this office, lasted over from last July. It was not paid because the claimant, an employee of the board, went back to a certain town—had gone back and forth three or four times, and we held it to find out why he went back. He was right; he had moved his place of residence from one town over about 25 or 30 miles to another town so as to be in the center of the district. He went back there, charged no expenses while he was there; he saw soldiers; he submitted a definite statement as to the exact amount of work which he did there and the soldiers whom he saw, and showed that it was on Government business, but we held it up until he did show it was on Government business.

The CHAIRMAN. Are we to interpret the statement you have made as to the payment of bills that any of the unpaid bills that have hung over for any length of time are in dispute?

Mr. LAMKIN. There is some question—they are not meeting Government regulations; I would not say they are "in dispute."

The CHAIRMAN. It is not a matter of negligence?

Mr. LAMKIN. Not a matter of negligence.

Mr. BURROUGHS. You heard what Mr. Noyes testified to?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. About those nine professional schools up in New York?

Mr. LAMKIN. He did not—Mr. Noyes did not visit them, did he, Mr. Burroughs?

Mr. BURROUGHS. No; he says:

One of the men in the follow-up section told me two weeks ago—

This testimony was given on April 13—that would be about April 1—

that he just had taken a trip through New York State. He visited nine professional schools in that State, and not one of those schools had been paid for the tuition of any man in those schools.

Mr. LAMKIN. I have stated that this is a matter of development. I would like to say this in the nature of a reply to Mr. Noyes's statement: The auditing and disbursing sections were serving two divisions of the board. There was in a way a misunderstanding as to whether or not they were directly responsible to the chiefs of the divisions or directly responsible to the standing committee and the board. I think that has been smoothed out. I think we have that arranged satisfactorily. In order to get all the accounts paid I wrote a letter to every place where we had a man in training on the 15th of January and asked them to submit every account which they had to us for payment, and they came in. The schools had not billed us, had not made their vouchers, and sent them in, and they began coming in the latter part of January and the 1st of

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February. On the 1st of February we moved from Convention Hall to the place where we now are. The instructions were given to Mr. Dolan and Mr. Quillin, the disbursing officer and auditor, to pay the soldiers first, to let other people wait until we got the soldiers paid. In the month of February, if you will remember, there were two holidays; we lost about four days when we could not touch a thing on account of moving; it was a short month and the influenza struck us.

The consequence was that about the 1st of March we probably had more vouchers on hand in this office than had ever been in here before, and like any business organization will do when they get behind, we got our people to work over hours and to work nights; and now, at the 1st of May, I think there are fewer vouchers in the office than have ever been there, and I have no doubt that a good many of these schools who had rendered their vouchers along from the 15th of January to the 1st of February and did not get a return on it inside of 30 days, complained. But even then that statement is a hearsay statement of Mr. Noyes and he doesn't give a specific instance.

Mr. Hartog was down here and testified. Recently in this list of bills here I have seen some accounts for Mr. Hartog and the Columbia bookstore that are unpaid, and they are unpaid because there is no purchase authority submitted with them, which the Treasury regulations require. The boys had gone over there and bought this material; Mr. Hartog had sold it to them. We will no doubt pay it; we will no doubt have to pay it; we no doubt ought to pay it; don't put it "have to pay it" but "ought to pay it." But we can't pay it until it is in proper shape to pass the Treasury auditors. Our disbursing officer is under bond, and if he pays an account that will not be passed by the Treasury auditor, either it will have to come out of his bond or we will have to come back to Congress and get a special act authorizing payment of the claim.

The CHAIRMAN. You mean by that, if you would order that paid, the comptroller would disallow it?

Mr. LAMKIN. He would disallow it; and if he had paid it and the comptroller had disallowed it, it would either be taken out of the disbursing officer's bond or there would have to be an act of Congress to relieve him.

Now, Mr. Quillen told me on last Friday night, the 30th of April: "I have 1,197 vouchers in the auditing office to-night." And he had handled 2,300 and some odd during the week. "In other words," I said, "in your accounting section here you have a half week's work?" He says, "I can clean it up in three days."

Now, if we get the bills in shape we can get them cleaned up and be on a 30-day basis, and if we pay our bills in 30 days—if a Government institution pays its bills in 30 days, it is doing better than the average business institution.

Mr. BURROUGHS. Has there been any time since you became chief of this division when you have not had funds sufficient to have paid all your bills?

Mr. LAMKIN. No, sir.

Mr. BURROUGHS. If the proper vouchers had been made?

Mr. LAMKIN. No, sir; if they had been properly vouchered and if our people had been properly trained to handle them.

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The CHAIRMAN. I think this is true; I think the disbursing officer did not realize the size of this job; he did not train his men—did not train his force to take care of it.

Mr. LAMKIN. They are trained now. We are in shape now to handle it.

The CHAIRMAN. I think, Mr. Lamkin, I can say that there was not a man in or out of Congress that knew the size of this job when it started. I had as much to do with starting it as anyone, and I had no conception of the size of it.

Mr. TOWNER. And I might add that no one else had an idea as to the size of the job. All the testimony that was given us by the experts that came from Canada and those that had made the estimates in the United States underestimated it not only in large proportion but absolutely had no conception of the size of the job.

Mr. LAMKIN. I would like to make this personal statement, if you do not object: The board, of course, is acting through administrative officers. I came here the 15th of September, and within 30 days from the time I came here the director, Dr. Prosser, these two Canadian experts who were in the board, Dr. Miller and Mr. Kidner, Dr. H. L. Smith, the chief of the division, and Mr. George Greener, who was the field organizer, and another administrative officer—in other words, the five chief administrative officers of this division—went out of the service, and the chief had to learn the job and had to get some sort of idea of it. I did not know what "a million dollars" was.

Mr. VESTAL. Maybe you were a school-teacher before you came?

Mr. LAMKIN. I was "just a school-teacher."

Our financial report, which shows every dollar of expenditure by the board between the 1st day of January and the 31st day of March, has been submitted to both Houses of Congress, so if you want to know what bills were paid between the 1st of February and the 1st of April you can have the clerk copy them. And this was what was left on the 1st of April, and I would like to file that with you, not for the record but to see that it is there if any of you need it [indicating papers].

The CHAIRMAN. Now, what else have you there, Mr. Lamkin?

Mr. LAMKIN. I am practically done with that part of it. I have made an outline here—still a school-teacher.

Mr. VESTAL. I only asked that question because you had stated you did not know what a million dollars was.

Mr. LAMKIN. I have two more things which I thought I would trace up in detail.

The CHAIRMAN. How long would it take you?

Mr. LAMKIN. It depends on how many questions you would ask. It will take me an hour or so.

The CHAIRMAN. The members of the committee would like to respond to a roll call now, and we will stand adjourned until 10 o'clock to-morrow morning.

Mr. BRAND. Before we adjourn, Mr. Chairman, I want to say that I have been absent since last Friday a week on account of illness in my family.

(Whereupon, at 4.10 o'clock p. m., the committee adjourned until 10 o'clock a. m., May 4, 1920.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Tuesday, May 4, 1920.

The committee met at 10 o'clock a. m., Hon. Simeon D. Fess (chairman) presiding.

TESTIMONY OF MR. UEL W. LAMKIN, CHIEF, DIVISION OF REHABILITATION, FEDERAL BOARD FOR VOCATIONAL EDUCATION—Resumed.

The CHAIRMAN. Mr. Lamkin, we are ready to resume your testimony if you are ready.

Mr. LAMKIN. Mr. Chairman, I would like, if I may, to make one correction in a statement I made yesterday. I stated that the overhead for March was something less than 14 per cent. When I read my notes yesterday I divided the overhead expense by the direct expense to the man instead of dividing it by the total expense, so that the overhead for March is something less than 12 per cent, 11 per cent and a fraction, instead of 13 per cent and a fraction. My attention was called to that after I left the stand yesterday.

The CHAIRMAN. The reason I asked the question as to the proportion of the funds that go to rehabilitation and the proportion to overhead was because when we had the Darrow bill before us a member of the American Legion appeared and made a statement giving a proportion that seemed to be entirely out of order. I did not know anything about the facts in the case but it is a matter that ought to be made perfectly clear.

Mr. LAMKIN. If that statement were true, Mr. Chairman, the proportion was entirely out of order, and I do not want it to be understood that I think that gentleman—I do not know who he was—was making any attempt to distort or discolor. He had not made sufficient investigation to find out. I think this is true, however, that up to the time the men went into training; that is, when our men were out in the hospitals and when the organization was under way, and before the schools opened in September, the overhead or administrative expense was bound to be out of proportion to the amount that was spent in tuition and on the men.

There are two statements I would like to file here——

The CHAIRMAN. Before you enter upon that, Mr. Lamkin, the overhead charge in the organization will likely be very heavy and the same danger will be true when you come to lesson the work. As you approach the end of the work the work is going to grow less and it is a

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concern of mine and the committee, I am sure, and I know of Congress, as to whether the overhead charge will proportionately lesson with the lessening of the work; in other words, when you have got the work nearly done, will your overhead be as much as it is now.

Mr. LAMKIN. The overhead expenses for follow-up work, of course, will not diminish as long as the load remains the same, but the overhead for clerical expense will diminish and should diminish.

The CHAIRMAN. That, of course, is not a problem now.

Mr. LAMKIN. No.

The CHAIRMAN. But it will be a problem later.

Mr. LAMKIN. Yes; it will be a problem later.

Since the 1st of July, 1919, to the 31st of March, 1920, out of the appropriations for rehabilitation for the year, we have spent for salaries for central office, $966,415.04; salaries in the field, $2,169,175.01, and we mean by the field, out in the district offices; travel for agents and employees, $42,658.80; subsistence while traveling for agents and employees, $98,826.77; station expense, $2,747.67. This means for stamps and for delivery of express packages and for freight hauling and little items and things of that kind.

The CHAIRMAN. Is that so itemized that we can see the details of it? The travel expense seems to be rather large.

Mr. LAMKIN. Forty-two thousand dollars, for all the travel for all the men from the 1st of July to the 1st of March? The complaint has been that we have not reached the boys personally.

The CHAIRMAN. I know that is the complaint.

Mr. LAMKIN. Of course, some people do not understand as well as you and Mr. Robsion and I do, who live out in the middle West, and further, the magnificent distances that some of our men have to travel. For instance, take the Minneapolis office; the distance from Minneapolis to the northwestern part of its district is as far as it is from Minneapolis to Maine, or from Minneapolis to New Orleans, and when a man goes out to Bozeman to follow up the boys in training in the agricultural college in Bozeman, Mont., he has to travel further than when he goes from here to Minneapolis. So travel expense, particularly when you get west of the Mississippi River, mounts up very high, but this is itemized as travel (transportation).

Furniture and office equipment, $101,384.57; printing, stationery, and office supplies, $117,909.79; rent, heat, light, electricity, etc., $106,879.63; telegraph, telephone, $13,038.84; freight, express, drayage, $9,801.39; miscellaneous supplies and services, $21,443.20; total, administrative expenses, $3,650,280.71.

Direct expense of disabled men: Allowance (maintenance pay), $14,267,533.59; tuition, $956,744.89; travel for disabled men, $130,099.76; subsistence, $36,278.61; books and training supplies, $216,670.37; medical attention and supplies, $69,382.14; miscellaneous, $12,968.41; total, direct expense, $15,689,677.77; a grand total of all expenses of $19,339,958.48.

The CHAIRMAN. That is from July to April.

Mr. LAMKIN. From July to April; from which must be subtracted $5,974.85, which leaves our net total expenditures, $19,333,983.63.

I might explain this item, "less certificates of deposit"; they are canceled checks that have been sent out as payments and the boy has gone out of training, or is an overpayment of some kind. Per-

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haps, he has gone over to the bureau pay roll and the check is returned to us, and they have not yet been segregated into the various accounts in the auditing department, although they are back in the disbursing office.

Statement of total expenditures incurred since July 1, 1919, paid from appropriations "Vocational rehabilitation" and "Vocational rehabilitation, 1920," as of Mar. 31, 1920, as shown by books of account in auditing and accounting section.

Administrative expense:		
Salaries (central office)	$966,415.04	
Salaries (field)	2,169,175.01	
Travel (transportation)	42,658.80	
Subsistence (and incidental travel expenses)	98,826.77	
Station expense	2,747.67	
Furniture and office equipment	101,384.57	
Printing, stationery, and office supplies	117,909.79	
Rent, heat, light, electricity, etc. (service)	106,879.63	
Telegraph, telephone	13,038.84	
Freight, express, drayage	9,801.39	
Miscellaneous supplies and services	21,443.20	
Total		$3,650,280.71
Direct expense of disabled men:		
Allowance (maintenance pay)	14,267,533.59	
Tuition	956,744.89	
Travel	130,099.76	
Subsistence	36,278.61	
Books and training supplies	216,670.37	
Medical attention and supplies	69,382.14	
Miscellaneous	12,968.41	
Total		15,689,677.77
Grand total, all expenses		19,339,958.48
Less certificates of deposit (refunds and recoveries)		5,974.85
Net total expenditures		19,333,983.63

Now, since the organization of the work, there has been spent all told, $14,267,533.59 for training pay for men in training.

The CHAIRMAN. $14,000,000?

Mr. LAMKIN. $14,000,000. That is the entire amount that has been spent for training pay. You understand that none of that training pay was paid by us prior to the 11th of July. For tuition, $1,160,693.03; travel and subsistence, $662,350.11; books and supplies, $299,020.92, making a total of $16,389,597.65. That goes back, of course, beyond the first of the last fiscal year. That is the entire expenditure for rehabilitation work for men, $16,389,597.65.

Salary and wage, $4,232,730.81; travel and subsistence, $300,611.37 (that is travel and subsistence); printing and stationery, $262,110.76; rent, repair, and equitment, $175,243.51; supplies and equipment, $297,142.18; communication, $32,401.55; miscellaneous emergency, $137,880.52, total, $21,827,718.35, from which must be subtracted canceled checks not included, $8,859.99, leaving the total expenditures to April 1, 1920, $21,818,858.36. That is to the 1st of April and shows that the overhead for the entire time is something less than 25 per cent. The overhead since the 1st of July is less than 20 per cent, and the overhead for the month of March, which as I

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stated yesterday is not a fair month because there were heavy expenditures to the men, was less than 12 per cent. The overhead is running less than 14 per cent at the present time.

Statement of expenditures of Federal Board for Vocational Education March, 1920.

Training pay	$14,267,533.59
Tuition	1,160,093.03
Travel and subsistence	662,350.11
Books and supplies	299,020.92
Total	16,389,597.65
Salary and wage	4,232,730.81
Travel and subsistence	300,611.37
Printing and stationery	262,110.76
Rent, repair, and equipment	175,243.51
Supplies and equipment	297,142.18
Communication	32,401.55
Miscellaneous emergency	137,880.52
Total	21,827,718.35
Canceled checks not included	8,859.99
Total expenditures to Apr. 1, 1920	21,818,858.36

The CHAIRMAN. Can we assume that the overhead in proportion will be growing less?

Mr. LAMKIN. Down to a certain rather irreducible minimum; yes. The overhead will not increase, of course. The men dropping out of training will cut down proportionately the overhead expense, particularly, as I say, of clerical help. There is another thing: Mr. Good suggested that as we got onto the job better we could cut the overhead expense down. We are cutting down the paper work, which takes clerks, and the increases which are coming because of the increased number of men who are going into training.

Mr. TOWNER. But you have continually reduced the proportion or percentage of overhead.

Mr. LAMKIN. Materially so.

I would like to file this letter, Mr. Chairman, on another matter. I am rather cleaning up one or two things this morning, if I may. The question has been raised about the New York lease and the prices which we are paying as a rental. I would like to file this letter, which shows what prices are being paid by other parties in the same building.

The CHAIRMAN. There is no objection to that.

Mr. LAMKIN. This shows that the Government, on a short-time lease, is not paying as much as other people in the same building are paying. I think Mr. Clark in his testimony covered that, but I think there is some information you need to know.

(The letter referred to follows:)

NEW YORK, *March 11, 1920.*

FEDERAL BOARD OF VOCATIONAL EDUCATION,
469 Fifth Avenue, New York City.

(Attention of Mr. William A. Clark.)

SIRS: We are giving you below, as per your request, prices of the rentals of the various floors in the National Association Building:

Fifth floor: $4 to $4.50, one small space renting at $3; approximately 6,200 square feet to be rented at an average of $3.80 per square foot.

Sixth floor: $4 to $5 per square foot; one small space renting at $3.

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Seventh floor: $3.30 to $4.45 per square foot; one small space renting at $3.
Eighth floor: $4 to $5 per square foot; one small space renting at $3.
Ninth floor: $4 to $5 per square foot.
Tenth floor: $4.25 to $5 per square foot.
Eleventh floor: $4.25 to $5 per square foot; one small space to be leased at $6 per foot.
Twelfth floor: Entire floor leased at $4 per square foot to one tenant.
Fourteenth floor: $5 to $6 per square foot.
Fifteenth floor: $5 to $6.15 per square foot.
Sixteenth floor: $5 to $6.15 per square foot.
Seventeenth floor: $5 to $6.50 per square foot.
Eighteenth floor: To be rented at $6 per square foot.
Nineteenth floor: $4 per square foot; space to be leased at $6.50 per square foot.
Twentieth floor: To be leased in its entirety at $5 per square foot.
Twenty-first floor: To be used by the National Association Building Corporation.
Twenty-second floor: To be rented in its entirety at $5 per square foot.
Trusting the above information is what you require, we remain,
Yours, very truly,

NATIONAL ASSOCIATION BUILDING CORPORATION,
JAMES T. LEE, *President.*

The CHAIRMAN. I would like to ask you in connection with that matter whether your experience would justify you in making an answer to the question of whether a Government contract is a difficult one to make?

Mr. LAMKIN. It is a very difficult one to make.

The CHAIRMAN. Do you have the basis of that difficulty?

Mr. LAMKIN. I think there are three general bases. In the first place, regardless of what you put into a lease, the Government can cancel its contract on 30 days' notice. The second thing is that appropriations run only to the end of the fiscal year, and office space is greatly in demand at the present time. Consequently, agents want to rent their buildings for long terms at the present high rentals. They do not want short-time leases at the present high rentals. In the third place, there is always more or less difficulty in collecting your money from the Government. It has to be made out in a certain voucher form and the rent is never paid in advance You have to pay them at the end of the month instead of the beginning of the month. You have to voucher it and swear to it every month and send it in through the Treasury Department.

The CHAIRMAN. Are all of our bills paid in that way?

Mr. LAMKIN. All Government bills?

The CHAIRMAN. Yes.

Mr. LAMKIN. Yes, sir. We have gotten to this arrangement with our rentals, that we are paying them merely at the end of the month now on a voucher which we make and submit.

The CHAIRMAN. Is that the contract also for the payment of tuition for the boys who are studying?

Mr. LAMKIN. Yes, sir.

The CHAIRMAN. That seems to have been a source of difficulty at Columbia?

Mr. LAMKIN. We are having difficulty with the schools in that regard, Mr. Chairman, because if the boy is not in school, for instance, during the entire term, the Government will pay for the time that he is in.

The CHAIRMAN. But does not pay at the end of the time for his tuition?

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Mr. LAMKIN. No, sir.

The CHAIRMAN. I have been a school officer and a college officer nearly all my life and we always required payment in advance.

Mr. LAMKIN. Yes; and if the boy left of his own free will and accord you made no refund.

The CHAIRMAN. No; he forfeited it.

Mr. LAMKIN. The Government pays for the service it gets. Now, there is one thing which I spoke about to Mr. Danielson when he was here, I called him off and said to him, "You have made the statement that you can not get your payment for your fees and you can not get any statement as to whether or not these fees can be paid. We have now gotten a ruling from the Comptroller of the Treasury that these can be paid when due, so that as far as the fees are concerned, the laboratory fees or library fees, or anything of that kind, we can pay the fee when the bill for it is submitted, but we can not pay his tuition until the end of the month."

The CHAIRMAN. Can the committee draw the conclusion then that difficulty at Columbia would be a difficulty anywhere that the Government is dealing with students or with a university?

Mr. LAMKIN. Yes; that is a difficulty but we are overcoming it.

The CHAIRMAN. In what way?

Mr. LAMKIN. We are overcoming it by having them submit their bills at the end of every month and getting them paid, but we can not pay tuition in advance.

The CHAIRMAN. So that the tuition which is usually collected for the year would be paid by the Government in monthly payments?

Mr. LAMKIN. Monthly payments or quarterly payments or semiannual payments or annual payments at the end of the period for which the man is entered.

The CHAIRMAN. I can see how a college would be more or less disturbed in their bookkeeping if that is the order of procedure.

Mr. LAMKIN. If there is anyway to get around it I would like to find it out.

The CHAIRMAN. You understand I am not finding fault with the board but am speaking of the contracts which the Government makes.

Mr. LAMKIN. I am not approching this investigation with the idea that the committee is finding fault, Mr. Chairman.

The CHAIRMAN. No; we are trying to get at all the facts.

Mr. LAMKIN (continuing). But trying to get the facts and clear them up.

Mr. TOWNER. Still, if the schools felt under any obligation as patriotic citizens toward the soldiers, it occurs to me that they ought not to make so much difficulty about a proposition of that kind.

Mr. LAMKIN. We have no difficulty as far as that is concerned. The difficulty is when the payments are delayed in getting to them, and as the chairman has pointed out with reference to the books of the school. The registrar has to change his method of bookkeeping in order to submit his accounts, and it is causing confusion both to them and to us.

I might add a fourth reason why a Government contract is not desirable for a man who is renting property or renting office space,

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and that is, if they have any complaint or any claim they have to prosecute it through the Court of Claims.

The CHAIRMAN. And that means delay always.

Mr. LAMKIN. Yes: and an adjustment can not be obtained in their own locality; so for those reasons a Government contract is not desirable.

The question has been raised once or twice as to further decentralization of the work of the board into even smaller districts. I think that as far as contract with the men is concerned, I will agree. This statement may be of interest in that connection:

The cases of all men in training from New Jersey, from North Dakota, and from the fourth, fifth, and seventeenth congressional districts in Texas were analyzed to see if the men were in training in their own congressional districts or elsewhere.

You will notice we have taken some in the East, some in the Northwest, and some in the South.

In the 19 districts analyzed there were 639 men in training. One hundred and seventy-two of these men, or 27 per cent, were in training in their own congressional districts and 467 men, or 73 per cent, were in training elsewhere.

I think, therefore, that as far as the purpose of contract is concerned with the man, a smaller district even than we have now, with our 100 branch offices, might be desirable.

The CHAIRMAN. If you will permit me there, Mr. Lamkin, the statement was made here, and you heard it, that the New York office was soliciting men to come into that district. There was one man from Texas on the witness stand who left the impression with the committee that the New York office was bringing men from places that might be less expensive into a place which is the most expensive, and the committee would be glad to know about that.

Mr. LAMKIN. We shall file a photostatic copy of the record that was made at that time, which shows that the man wanted to go to New York because he said he had made some influential friends in the city and could get along better in the city than he could in Texas, and he was in such bad physical condition that the man who met him was willing for him to do anything that he wanted to do.

The CHAIRMAN. Now, if that copy would satisfy the committee on that particular case, what about the general rule?

Mr. LAMKIN. The general rule is to train the man in his home district if the training can be secured there, and if the training can not be secured there, to send him anywhere the training necessary can be secured.

The CHAIRMAN. The question has been suggested as to how far the request or the desire of the soldier himself is respected as to where he is to be trained.

Mr. LAMKIN. A reasonable request, Mr. Chairman, is respected.

The CHAIRMAN. What would be a reasonable request?

Mr. LAMKIN. I think I can answer that best by illustration, can I not?

The CHAIRMAN. Yes.

Mr. LAMKIN. There was a boy in Colorado who wanted to go to the Ohio State University. He was at first refused because, they said, he could get the same training in Colorado that he could get in

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Ohio. When he said, however, that he had spent two years in the Ohio State University, had completed his sophomore year and wanted to go on in his junior course, he was sent to the Ohio State University because we believed he could do better work in that institution where he had had two years than he could by remaining in Colorado.

The CHAIRMAN. I admire your decision.

Mr. LAMKIN. Another boy, who probably had never been to any institution at all, and who lived in Colorado, and who was expected to live in Colorado and remain in Colorado would, of course, be sent to the institution in Colorado, regardless of his preference in wanting to go somewhere else.

As I said yesterday in discussing the question of the tubercular man, he always wants to go somewhere else than where he is. He wants to go to the "end of the rainbow over yonder," and those boys, some of them, we have sent across the continent in order that they might get the training which would be of benefit to them and which they wanted to have. Another boy we sent not long ago to California from one of the middle western States because, after the war began, his father and mother had moved to California, and he said that when he got out there, he wanted to live out there. So we respected his wishes in that respect, but as a general thing we tell the boy to stay in his home locality as far as he can.

Now, Mr. Chairman, the question of what has been done in other countries has been raised. I think it is about time that the people of this country were understanding that we are doing more in the way of vocational rehabilitation in American and in the United States than any other country in the world has done.

The CHAIRMAN. The committee would be very glad to have the comparison, because that really would be a basis upon which it can judge how well this work has been done.

Mr. LAMKIN. In France no person receives training who is less than 60 per cent disabled, and a 60 per cent disability is only given to cases of major amputations.

The CHAIRMAN. Is that training governmental?

Mr. LAMKIN. You mean given by the Government?

The CHAIRMAN. Yes.

Mr. LAMKIN. Yes.

The CHAIRMAN. How are the funds supplied?

Mr. LAMKIN. I can not answer the question that was asked the other day, as to how much the appropriations were by these various countries.

The CHAIRMAN. I wish, Mr. Lamkin, if you could give us that information, you would do so. I have seen it stated in foreign dispatches in the press that France is not doing rehabilitation governmentally; that it is voluntary; and that is in doubt in my mind. It seems to me that that is a mistake, although I have seen it in the press several times.

Mr. LAMKIN. I will answer that partially. A day or two ago, I think Mr. Robsion asked Mr. Munroe, when he was on the stand, regarding the amount of appropriations in other countries. We have the appropriation in Canada, which I will give you when I get to that, which came in a wire in response to our wire, from Mr. Parkinson, who is in charge of the soldiers' civil reestablishment, and with

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whom we have reasonably close reciprocal relations. We can not get the information from the other countries except by going through the State Department for it, and we are going through the State Department to get you that information to file it.

A man in training in France, while he is in the hospital and not yet discharged, receives the pay of his rank and his family receives the separation allotment just as if he were in active service. Men on convalescent leave who are receiving training at the training centers receive 34 cents a day for subsistence, of which 24 cents must be paid to the training center for maintenance.

Mr. ROBSION. That is, the French soldier in training receives not more than 34 cents to maintain himself?

Mr. LAMKIN. To maintain himself; yes.

Mr. ROBSION. And he must pay 24 cents of that to the institution that is giving him the training?

Mr. LAMKIN. Yes, sir. They regard training in France as merely giving the man the artificial appliances and a few months of training, during which time the Government maintains him as a totally disabled soldier.

The CHAIRMAN. The early part of the work of France seemed to be more of a spectacular nature in that it dealt with the cases of legless men and armless men.

Mr. LAMKIN. I am sure you would be surprised, and it would be an intense gratification to you, if you would know the way in which the legless men in America, the average dismembered men in America, declines to have a picture taken of his disability. For instance, not long ago, one of the weekly motion-picture film people said, "I want to see what is being done in these schools for the boys," and when they went out to see them the boy with an arm off would hide his artificial hand, and they said, "It is not spectacular enough for us to make a film of it."

The CHAIRMAN. You will be interested to know that I had a letter some months ago from the president of one of the universities in which he filed a very severe protest against allowing the film people to go into the school and take a picture of these boys. He was very bitter about it.

Mr. LAMKIN. I think he is right about it. For that reason, as I said, we have never published the names of the boys without their own consent or unless the boy wanted it himself.

The provisions in Italy are much the same as those in France. The training is given in hospital centers.

On the 12th to the 17th of October, 1919, there was held in Rome an interallied conference on the retraining of disabled men. Prof. Giovanni Loriga made the following statement:

There are in Italy 74,620 cripples—

And you will notice he uses the word "cripples" as distinguished from the word "disabled."

In Italy there are 74,620 cripples, of which number 30,304 are crippled in the inferior members, and 44,316 in the superior. However, 19,652 of the former are only slightly crippled, and 27,536 of the latter. There are 27,432 men who are seriously crippled.

The data relative to reconstruction are less precise. Nevertheless, we can affirm that not over 14,009 men have entered these schools, and these are in

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a great measure disabled in the inferior members. Reconstructed men who have left the school, however, are not 6,000 in number; the remaining 8,000 have not yet completed their reconstruction. Of the 6,000 who have left the school only 4,000 have been reconstructed for manual labor; the others have merely improved their education and have sought office positions.

That is page 871 of this interallied conference report.

The CHAIRMAN. What date is that?

Mr. LAMKIN. October 12 to 17, 1919.

Statistics prove: First, that only a small number of war-maimed soldiers and cripples (7½ per cent) entered in the schools of reeducation; second, that more than half of them have gone out without having completed its reeducation; third, that among reeducated soldiers only one-third has learned a a manual trade; fourth, that the greatest number of them was maimed or crippled of the inferior limbs.

Of course, the English-speaking countries are the countries which have done the most in the way of reconstruction and rehabilitation.

The vocational-training scheme which is outlined for England, which we have heard discussed here—I think the statement was made here that there were 600,000 men or 900,000 pensioners in England. They were called pensioners. Up to April, 1919, only 15,000 men had received training or were in training.

Mr. ROBSION. Up to what date?

Mr. LAMKIN. April, 1919. You see, England has been at it two or three years longer than we have.

A report of the House of Commons, 247, dated December 23, 1919, being the second special report from the select committee on pensions, gives the following statement:

We have heard a considerable amount of evidence as regards the present arrangements for treatment and training, both of officers and men. Both are subjects presenting great difficulties, and if the select committee is reappointed when Parliament meets, we propose to call further evidence.

But we desire to draw attention without delay to the very serious state of affairs due to the want of proper accommodation for training, particularly of noncommissioned officers and men.

You understand, of course, the English system distinguishes between the officers and the men.

The CHAIRMAN. Mr. Lamkin, right there, in order to get some light on the matter, we do not discriminate between the officers and the men.

Mr. LAMKIN. Not at all.

The CHAIRMAN. But there are some officers who are not eligible; can you explain why that is?

Mr. LAMKIN. They are on the retired list, as I understand it, Mr. Chairman.

The CHAIRMAN. They are men in the Regular Army who are on the retired list?

Mr. LAMKIN. And are not discharged.

The CHAIRMAN. And therefore are in the pay of the Army?

Mr. LAMKIN. Yes, sir; we can give them what we call section 6 training, which is simply the same as our section 3 training and provides books and supplies, but we can not pay them from two Government sources, and as long as they are retired Army officers on three-fourths or half pay we can not pay them.

The CHAIRMAN. That explains it.

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Mr. LAMKIN (reading):

The representatives of the labor ministry, in their evidence, stated that there were some 13,000 men only actually in training, that 20,000 more were on the waiting list, and that there were some 40,000 more ready to come forward and train if vacancies for training were advertised. In other words, that there was a clear deficiency of training facilities for some 60,000.

It is admitted that the great difficulty is the provision of satisfactory, large work shops or premises in which to carry on training.

The ministry have schemes in hand which should provide shortly 8,000 more places, but this is but a small way toward the 30,000 places which is the minimum the ministry consider necessary to meet the urgent need.

The principal difficulty is that while the need is very urgent, and the pressure of manufacturers and private enterprises to acquire or erect factories and buy premises is very great, the acquisition or erection of such buildings through the ordinary operations of board of works and treasury methods is slow. When negotiations are commenced for the purchase of a suitable factory, evidence showed that it was often snapped up by a private purchaser while the papers were still circulating through the Government departments.

We consider the matter so urgent, and the irritation being caused by the delay to provide proper training accommodations so serious, that we recommend as an urgency matter and till, say, some 10,000 or 15,000 more places are provided, that the labor ministry be empowered to select proper buildings, and that full authority be given to an expert in land acquisition, known to and trusted by the Government, to negotiate and complete the transactions forthwith; provided, he were satisfied that the building was satisfactory and the price not unreasonable, and certified accordingly.

Mr. ROBSION. Have you read the amount of money the British Government appropriated?

Mr. LAMKIN. I have not, Mr. Robsion. As I said, we will have to get that information through the State Department, and we are trying to get it now.

Mr. ROBSION. Do you know how much they pay these soldiers?

Mr. LAMKIN. Yes, sir; I will file that.

The CHAIRMAN. Our investigation has been somewhat interrupted by conflicting meetings of committees, which seems to be inevitable. The work of the Rules Committee is pretty important and, in order to always insure a quorum, they want the members there. I therefore will have to leave the committee now, and Judge Towner will preside; and you may go ahead, Mr. Lamkin, with your testimony. I want to make this statement because the persistent absence of members from the committee is deteriorating to the men who are testifying as well as to the committee, but it is the consequence of a conflict of work.

Mr. LAMKIN. The amount of pension, Mr. Chairman, payable to the disabled soldiers in England varies with the rank held in the service. The monthly pension of a single man totally disabled, calculated at the rate of exchange of $4.86, is as follows: A warrant officer, class 1, $63.26; noncommissioned officer, class 1, $56.23; noncommissioned officer, class 2, $52.72; noncommissioned officer, class 3, $49.21; noncommissioned officer, class 4, $45.69; private, class 5, $42.17.

When a man is in training in England he draws that money. While he is in training in the United States, if he is a single man, a private, or officer he draws $80. The English system gives $42.17 if he is a private and up to $63.26 if he is a warrant officer.

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Mr. ROBSION. What do you mean by a warrant officer?

Mr. LAMKIN. He is a regimental sergeant major or something of that type. You understand that in addition to the disabled training which is given in England certain training is given to minors and to officers.

I would like to submit a page from Reconstruction Problems No. 12 on the Resettlement of Officers.

Mr. TOWNER. You said "minors and officers," did you mean that?

Mr. LAMKIN. Minors, men who went into the service prior to the time they were 18 years of age. Let me give that straight. There is a training given to officers, and, as they call it, to men of "exceptional educational" promise. These local committees have authority to go out and pick men whom they regard as of exceptional educational promise and train them, as well as the officers, and I think this statement will throw some light on that attitude:

RESETTLEMENT OF OFFICERS.

I. *Army.*—In this pamphlet the term "officer" will be employed throughout in wider than the purely technical sense. It will apply in principle equally to the commissioned ranks of the army and air forces and to "other ranks" of similar educational qualifications (other than those remaining in the service who can obtain all the information they need through their adjutant and from such books as the Pay Warrant, Kings Regulations, etc.). It will apply also in many cases in a secondary degree to civilians of like qualifications for the authorities are approaching the problem in a broad spirit, envisaging it as an affair of the State as well as the nobility.

In other words, England is making a distinction in the training she is giving the man between officers and the nobility, and the private and the person who are not of the nobility.

Mr. TOWNER. What arrangements are made for the support of their dependents?

Mr. LAMKIN. That is given in this statement here, Mr. Towner. A man with a wife in England gets $52.71, a wife and one child, $60.62; wife and two children, $68.53; wife and three children, $76.44.

Mr. TOWNER. Is the same proportion maintained with officers as with men?

Mr. LAMKIN. Yes, sir; the same proportion is maintained with officers as with men. I will insert, if you would like to have me do so, a comparison between the pay to disabled soldiers in England and in the United States.

Mr. TOWNER. I think it would be very valuable.

Mr. LAMKIN. But I will revise this statement, if you think it well, because at the time this was made the value of the pound was $3.78, and I think we had better revise it on the basis of our usual conception of a pound as $4.86, had we not?

Mr. TOWNER. You might give the par value and then the present depreciated value.

Mr. LAMKIN. I think we had better make it par value, and I will submit this statement then with the par value of the pound and also the depreciated value.

Mr. TOWNER. Yes; you might also give the depreciated value.

Mr. LAMKIN. Yes; I will submit that later, if allowed.

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Comparison between pensions paid in England and training pay in the United States at present and when the Darrow bill (H. R. 12266) becomes a law.

	England.		United States.	
	Exchange at par, $4.86.	Exchange on May 6, 1920, $3.845.	Present rate.	Under Darrow bill.
Single man	$42.17	$33.31	$80.00	$100.00
Man with wife	52.71	41.64	115.00	135.00
Man with wife and 1 child	60.62	47.89	125.00	145.00
Man with wife and 2 children	68.53	54.14	132.50	152.50
Man with wife and 3 children	76.44	60.39	137.50	157.50
Widower with 1 child	52.71	41.64	105.00	125.00
Widower with 2 children	60.62	47.89	112.50	132.50
Widower with 3 children	68.53	54.14	120.00	140.00

Now, Mr. Chairman, something was said, in which I know you will be interested, as to whether or not this work is carried on in England by purely voluntary assistance.

On February 1, 1920, the total permanent and temporary staff (male and female) of the post office, pensions ministry, labor ministry, inland revenue, munitions ministry, admiralty, customs and excise, war office, board of trade, food ministry, ministry of agriculture and fisheries, air ministry, and other departments (which include 90 per cent of the Government staffs) was as follows:

Total employees	383,183
Ex-service:	
Disabled	32,708
Others	83,762
Total ex-service	[1] 116,470

On February 1, 1920, the staff of the pensions ministry was as follows:

Total	21,643
Ex-service:	
Disabled	2,530
Others	4,456
Total ex-service	[2] 6,986

Now, you must remember that the pensions ministry does the work which is being done by the Bureau of War Risk Insurance, the Public Health Service, the Pension Bureau, and the Federal Board for Vocational Education in this country, and I think the total employees in these four departments will be around 18,000 in the United States.

Mr. TOWNER. Is there any way of ascertaining to what extent these allowances and this personnel are supplemented from private sources?

Mr. LAMKIN. No, sir; I do not know of any way in which we can ascertain that. You can not ascertain that in America. The men who are in training get favors and discounts and contributions and things of that kind from societies all over America. Sometimes it is wise and sometimes it is not wise, and I know of no way by which we can find out the supplementary allowances in England.

Mr. TOWNER. Is it assumed now that the work of rehabilitation of the soldiers in England is a governmental function?

[1] Or 30 per cent.

[2] Or 32 per cent.

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Mr. LAMKIN. Yes, sir.

Mr. TOWNER. That is hardly so in France.

Mr. LAMKIN. No, sir; that is hardly true in France, but it is in England. The length of course, of course, is nothing like as long as in the United States. It is about eight months, I think, in England. They give a few of the longer courses.

As far as the Canadian establishment is concerned, I will submit certified copies of the Canadian report under date of March 31, 1920.

Mr. TOWNER. It appears, as you have it in your hand, to be quite extensive.

Mr. LAMKIN. I think we had better just file this, if you will, Mr. Chairman, and I will read the significant figures from it.

Mr. TOWNER. Perhaps that will do. I think we ought to have the figures in the record, but I thought perhaps you might eliminate those that were not particularly material.

Mr. LAMKIN. There are two kinds of training, as you understand, in Canada; one is for the minors under 18 years of age whose schooling was interrupted by their service and whose schooling is continued after they return. The Canadian system provides that these men shall be put in training in the several Provinces and reported to Ottawa. The action of the Province is approved until it is disapproved by their central office—Ottawa. There are no refunds called for from the soldier in training. He is paid for the time he is in training, but when the action of the provincial office is disapproved, the man is immediately taken off the pay roll and dismissed from training. Of these minors, men under 18 years of age——

Mr. TOWNER. Does that mean, if you will pardon the interruption, those who enlisted under 18 years of age?

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. And classed as enlisted minors?

Mr. LAMKIN. Yes.

Mr. TOWNER. But whose age now, of course, is considerably above 18 years.

Mr. LAMKIN. Yes.

Mr. TOWNER. That is what I understood.

Mr. LAMKIN. Recommendations received at Ottawa total 12,600; courses approved, 11,809; courses commenced, 10,824.

Now, the second class is compesed of their disabled men. Recommendations for training of disabled men, which corresponds with our rehabilitation work, received at Ottawa, 45,557; courses approved, 37,693; courses commenced, 33,845.

Mr. TOWNER. Would the number of 45,000 correspond to our registrations?

Mr. LAMKIN. No, sir; that would more nearly correspond to our 58,000 approved courses.

Mr. TOWNER. I thought there was a figure of 36,000——

Mr. LAMKIN. No; we have nothing that compares exactly with those two figures of 37,693 and 45,557. The district or Province in Canada makes the recommendation to Ottawa that these men's courses shall be approved.

Mr. ROBSION. That corresponds to the district office in the United States.

Mr. LAMKIN. Yes; that means that the district office has recommended that 45,000 cases shall be approved.

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Mr. ROBSION. And 37,693 represents the number that the central office at Ottawa approved.

Mr. LAMKIN. Yes. In this country we are approving, at least for a year, everything that the district office sends in. We are not turning down the district office on any of these approvals at this time, so that we have no figures to correspond to those two. The third figure which is given is the number of courses commenced, notified as commenced, 33,845. That corresponds to our 37,926 that come to this office as having been begun. There are a good many men in the country who have begun training but the notifications have not yet reached this office.

Mr. TOWNER. But it should be considered that the Canadians had only about 500,000 men in the service and also it should be considered that they had four more years of service than the American soldiers?

Mr. LAMKIN. I think it should be further considered, Mr. Chairman, that in the early part of the war the Canadians were thrown into some very diffcult situations and they lost very heavily, their casualty percentage was very high.

Mr. TOWNER. That is very true.

Mr. LAMKIN. And they actually began their work of rehabilitation approximately two years before America began her work or rehabilitation.

Mr. TOWNER. My recollection is the statement was made that 10,000 soldiers had been invalided, many of them sent back to Canada, before there was an rehabilitation?

Mr. LAMKIN. Yes, sir; just as a large number of our men were discharged from the hospitals before we could reach them. I think we should remember, too, Mr. Chairman, that when we are figuring on our approval of courses, those who have been approved under section 2 training with pay, 58,000, and also should consider the 36,000 men approved under section 3, which makes 94,000 men we have approved to correspond with the approval of 45,000 men in Canada.

A question which you are interested in, I know, is about the payments to men in training in Canada. A single man with no dependents in Canada, a man living away from home, gets $60 a month. The United States pays every man in training $80. They have two kinds of training, one is the kind that we call inside schools, and one outside schools. The inside schools are maintained by the Government in borrowed or rented buildings in which the teachers are employed by the soldiers' civil reestablishment. The equipment is supplied by the Government. The outside schools are the ordinary business colleges, universities, etc., and the third way in which men are trained is in industrial establishments. The 1st of March 36 per cent of the men were being trained in the inside or Government schools, 16 per cent in outside schools, and 46 per cent in industrial establishments.

Mr. ROBSION. You did not give what the married men get.

Mr. LAMKIN. I will file this whole table, if you care to have it, in the record. It is a short table. A married man with a wife in Canada in training gets $85 a month, and in the United States he gets $115 a month.

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Mr. ROBSION. But under the Darrow bill?

Mr. LAMKIN. Under the Darrow bill he gets $125.

Mr. ROBSION. $135.

Mr. LAMKIN. $135, excuse me: but he now gets $115 against $85 in Canada. A man with a wife and one child gets $95 in Canada and $125 in the United States.

Mr. ROBSION. In view of the Darrow bill becoming a law should you not give the comparisons with that?

Mr. TOWNER. At least give it as under the provisions of the proposed Darrow law; which, if it passes, will allow a comparison to be made all along the line.

Mr. LAMKIN. Yes, sir.

Schedule of payments to men in training in Canada and in the United States as they are at present and as they will be when the Darrow bill (H. R. 12266) becomes a law.

Class of case.	Canada, to men living away from home.	United States, to all men in training.	
		Present rate.	Rate under Darrow bill.
Single man, with no dependents	$60.00	$80.00	$100.00
Single man, with dependent parent	85.00	110.00	130.00
Single man, with dependent parent and 1 brother or sister	95.00	115.00	135.00
Single man, with dependent parent and 2 brothers or sisters	103.00	120.00	140.00
Single man, with dependent parent and 3 brothers or sisters	110.00	125.00	145.00
Single man, with dependent parent and 4 brothers or sisters	116.00	130.00	150.00
Single man, with dependent parent and 5 brothers or sisters	122.00	135.00	155.00
Single man, with dependent parent and 6 brothers or sisters	128.00	140.00	160.00
Single man, with 1 orphan brother or sister	80.00	105.00	125.00
Single man, with 2 orphan brothers or sisters	88.00	110.00	130.00
Single man, with 3 orphan brothers or sisters	95.00	115.00	135.00
Single man, with 4 orphan brothers or sisters	101.00	120.00	140.00
Single man, with 5 orphan brothers or sisters	107.00	125.00	145.00
Single man, with 6 orphan brothers or sisters	113.00	130.00	150.00
Married man and wife	85.00	115.00	135.00
Married man and wife, with 1 child	95.00	125.00	145.00
Married man and wife, with 2 children	103.00	132.50	152.50
Married man and wife, with 3 children	110.00	137.50	157.50
Married man and wife, with 4 children	116.00	142.50	162.50
Married man and wife, with 5 children	122.00	147.50	167.50
Married man and wife, with 6 children	128.00	150.00	170.00
Married man and wife, with 7 children	134.00	150.00	170.00
Married man and wife, with 8 children	140.00	150.00	170.00
Widower, with 1 child	88.00	105.00	125.00
Widower, with 2 children	96.00	112.50	132.50
Widower, with 3 children	103.00	120.00	140.00
Widower, with 4 children	109.00	130.00	150.00
Widower, with 5 children	115.00	135.00	155.00
Widower, with 6 children	121.00	140.00	160.00
Widower, with 7 children	127.00	145.00	165.00
Widower, with 8 children	133.00	150.00	170.00

Mr. Parkinson wired us yesterday—Mr. Parkinson is the head of the soldiers' civil reestablishment in Canada—that to date they had appropriated for vocational retraining in Canada $22,500,000, and for other phases of the soldiers' reestablishment, $38,000,000, making a total of $60,500,000. You understand that it is very hard to segregate these appropriations because the one establishment in Canada maintains the Government schools, the teachers, the hospitals, the cost of treatment and training at the same time. For the next fiscal year ending March, 1921, the appropriation is for vocational retraining $13,500,000, and for other phases of the work $20,500,000.

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making a total of $34,000,000. Canada is also limiting the time that the men have when they can take advantage of the provisions of the law. The old provision was that they must make application for training within three months from the 1st of September, 1919, or within three months from retirement and discharge from the naval or military forces, whichever was later. That has been revised, so that they now must make application within three months from the publication of an announcement by the department of soldiers' civil reestablishment or within three months from the 1st day of November, 1919, whichever is the earlier; provided they are still in the service, they may make application later. In other words, Canada is now getting ready to close this work.

We have been having some newspaper comment. I might say that the civil reestablishment department in Canada is not entirely free from some newspaper comment. The Toronto Globe, after its annual report of December, 1919, made the following comment:

No one will be disposed to disparage the work of the D. S. C. R. It is rendering an indispensable service, particularly in the refitting or training of returned soldiers for civil occupations according to their capabilities and aptitudes. But the department is greatly overmanned. It had at the end of the year in all branches 8,121 employees, a number surely disproportionate to the number of patients, especially as 11,223 of the latter were receiving their instruction in factories. It is no excuse for this topheavy state of affairs that 3,766 members of the staff served in France, and another 744 in England and Canada.

I am reading that, Mr. Chairman, to give you an idea as to the number of employees in Canada and the proportion of ex-service men.

Mr. Chairman, unless you have something else to ask, I should like to take up some of the testimony which has been presented to the committee and discuss some of that briefly.

I think you are interested in the suggestions made by Mr. McMurtrie. As I read them, there were eight which he made. First, that there should be sufficient money appropriated. I stated yesterday that I agreed with him and that I had no doubt sufficient money would be appropriated. His second criticism was in regard to the organization. I believe that if Mr. McMurtrie had given attention to the present condition of the organization in America that he has given to the organization in other countries, he would not have made that criticism. He suggested that it be decentralized so that it would not be necessary to submit recommendations to Washington for action. That is the present practice.

H speaks of the fact that—

With delegation of authority should go grant of funds. Each local office should have a fund to meet immediate requirements, making expenditures, obtaining vouchers, and forwarding these to Washington with a complete accounting, so that the local fund could be reimbursed.

That, of course, will require legislation. That is not the way the Government of the United States spends its money. The American Red Cross does follow that practice, but, of course, the American Red Cross is not a governmental organization.

The third suggestion he made was in regard to the caliber of the personnel. I think we all agree.

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The fourth suggestion was as to the method of work, that we needed the personal touch, rather than letter writing. I think we will agree.

The fifth suggestion was in regard to special schools being established, and is a question on which there may be very reasonable ground for disagreement. It is a question of whether or not this country wants to use existing educational facilities or to establish special schools at the cost of millions of dollars for the training of disabled men; in other words, for a work that will last at the best for three or four years. There have been special schools organized for this work, such as the one which was mentioned by Mr. Reid in his testimony the other day, the one at Pittsburgh organized by Mr. Boland, the Allegheny Vocational School, which we recognize as a temporary organization. He has leave of absence from the Pittsburgh school system to run it. It seems as though we were between two fires: if we do arrange for a special school we are criticized, and if we do not arrange for a special school we get criticized.

I think it would be well to have charge of the one at Fort McHenry as is presented to Congress in the Kahn bill, which has not yet been acted upon. I can understand the hesitancy that Members of Congress have in turning over property. The board prefers, I am sure, if an arrangement could be made with the War Department, to keep it and maintain control over it; I am sure that the board would welcome some solution that would not require them to maintain the administration of a school, because our job is big enough without having to go into the administrative details of a large educational institution.

We agree that in a great many cases the teachers in the schools have not become familiar with the problem of a handicapped man. As I stated yesterday, our problem is to train the faculties as well as to train the men.

The sixth suggestion which Mr. McMurtrie made was with regard to the field work, personal advice regarding plans for the future. I think we are agreed upon that. We are not in complete accord as to the length of the courses. Mr. McMurtrie's suggestion was that there should be very short intensive courses for the men. He says:

> It is a great mistake, for example, to have men take easy courses a couple of years in length, for they become lazy and get into the habit of depending on the Government for their support.

I think that is very true. We should take great pains to keep from pauperizing the men. While I think that we should require them to make satisfactory progress, on the other hand a man who is disabled as some of the boys who came before this committee, should not be crowded through a course too fast. There is another thing; that is, a large number of men have been out of school for a good many years and it takes some time for them to get settled back to their normal condition, settled back to their normal habits of study.

Mr. TOWNER. The practicability of intensive training would depend very largely upon the Government schools, because under the plan now followed when students are placed in existing schools they have to first do this in accord with the methods already in existence as to length of courses, studies, and so forth. I personally think the board is doing exactly the right thing. While there might be exceptions, as you state, I think that to attempt to build up for temporary

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purposes vocational and rehabilitation schools would be very unwise and would result in still further delays in taking care of the soldiers.

Mr. LAMKIN. We feel that.

Mr. Chairman, there is one other thing that I should like to bring to your attention, and that is this. There is no greater duty or responsibility on the board than that of fitting men back as quickly as possible into normal conditions. A man can go back into normal conditions a great deal better along with other men than he can segregated with a group of men all of whom were disabled. There should be some disabled men with him. It would be unwise to send a disabled man to a university where he could not keep in touch with others that had like experiences. I think it would be unwise to segregate him everywhere in special classes.

The eighth statement that he made was in regard to the effective program of public education of the people of the country regarding their attitude toward disabled men. We agree with him thoroughly.

I can not agree, however, with the statement, which can not be borne out by the facts, and which tends to create in the minds of the general public a distrust not of the Federal board but of the Government itself, anything to create in the minds of the disabled men a distrust for the Government. I can not believe that is the right kind of public education. I think the country is playing with fire when they allow it to be done.

In regard to the question of discourtesy in the New York office and other offices, I should like to just cite these pages from the record: Testimony of Mr. Lysons, page 305; Maj. Henderson, page 463; Mr. Wadsworth, page 523; Dr. Buckler, pages 639 to 649; Mr. Ives, page 692; Mr. Meyer, page 671; Mr. Noyes, page 718; and Mr. Reid, page 906.

I can not believe that all of those gentlemen were prejudiced in favor of the board. I think you will find that the employees of the New York office who testified spoke of the difficulty in the financial section only, but in other parts of the office they did not have the trouble. You will have to understand that the financial section of the New York office is dealing with the handling of the Elks' fund loan, with the Red Cross loan fund, and is charged with the collection, as far as possible, of this money. I have no doubt that sometimes the chief clerk of the office has spoken quickly to some of those men who have tried his patience. I think, however, that there is no man in the New York office who has more friends among the boys that know him than the chief clerk. The fact is, I think that Mr. Meyer, Mr. Noyes, and Mr. Ives have probably gotten in contact with men who had difficulty, a few men, rather than with the many who had satisfactory arrangements with the chief clerk's section.

In regard to Mrs. Jacobs's testimony, I do not propose, unless you require me, to be drawn into any controversy with Mrs. Jacobs or any one else. Her letter, in which she referred to three men, was written in October. It was filed with the American Legion investigator, Mr. John A. Wilbur, before the meeting of the American Legion in Minneapolis in November. She mentioned on the witness stand here three men, as I recall. She named a Mr. Ward. I think she meant Mr. Ford. There was a Mr. Ward in the office as executive manager of the office up to the 1st of July. He resigned to accept a position

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paying him $6,000. Mr. Ford—I asked Dr. Fess to subpœna him. I am informed that he is not in condition to be called before this committee. He is a disabled soldier. He has been in the service of the board. He has had to take sick leave several times on account of his disability. The last time I saw him he was in a very poor physical condition.

The other two people to whom Mrs. Jacobs referred, Mr. Wertz, I think it is Wirt, he is no longer in the service of the board. The third person is Mr. Whitney. Mr. Noyes was asked and Mr. Noyes said that he was high tempered and possibly said some things he wished he had not said. He has not been for several months in the advisement section of the New York office. He is doing a valuable piece of work with the people in planning courses for the men in training. As soon as I heard of the letter of Mrs. Jacobs in October I took it immediately to Mr. Farwell and asked him whether or not there was anyone in the office who had been discourteous to the boys. He told me that there never had been any complaint except about two men, and one of those was at fault and was separated from the service, and the other man was not at fault, but in order that the seeming discourtesy might not appear again he was given other work which did not bring him in contact with the men at all. I think that man his since resigned from the service. I know that the first man was not retained. As I stated yesterday, I think every district vocational officer will not need any prodding from the central office. If there is any man who is not in sympathy with the men, I mean sympathy like you mean it, if he is not trying to get into the heart of the problems of these men he will be separated from the service as quickly as it is known. On the other hand, we must understand, as Kipling puts it, the Army life does not make "plaster saints" out of the boys; they are just a cross-section of the American people, and there are some of them who are trying, a very small percentage, who are trying to get what they can from the Government and to appear in training without actually doing the training work.

Maj. Henderson made some suggestions in regard to cooperation with the Army with which we agree, in regard to sending out literature in sufficient quantities. That is a question of administration. We want to send out literature in sufficient quantities, although the work is fairly well known. You understand the conditions of the printing problem in this country and the effort that is being made on the part of the Government to reduce printing costs. Maj. Henderson also suggested, and I think also others have suggested, that a man with 10 per cent disability should be given training; he suggested the establishment of certain Government schools, commented on low salaries, and that there should be a coordination of the three departments dealing with disabled men.

Mr. Wadsworth's testimony is very similar to that of Maj. Henderson's and of Mr. McMurtrie's as to constructive suggestions. Mr. Wadsworth, I want you to remember, was not in the New York office after the 1st of October and the question of procedure since that time was not discussed by him. The criticisms which he made on the procedure were based, as he said, on his knowledge of what was done prior to his resignation from the service.

There is one question which I should like for you gentlemen to understand and that is in regard to the statement that we "tickled"

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the mental cases and tuberculosis cases for 90 days. Our official letter of instructions on December 11 reads as follows:

It is the opinion of this office that the case folder of each man discharged from the Army with tuberculosis should show an examination made by an expert on tuberculosis and that the policy in regard to each individual case should be based on the result of that examination. For instance, if the examination shows that the man is an advanced active case and there is no possibility of arrest in the period of six months, that case should be tickled for six months. If, on the other hand, a man has practically recovered, his case should be tickled for one month. In every case, while the man is in the hospital, an effort should be made to obtain a certified copy of his discharge and proof of the relation of his disability to the military service in order that his case may be complete and final action taken as soon as the disease is apparently arrested. Instruction No. 20 governs in dealing with all tuberculosis cases. It is suggested that you immediately take steps to procure the necessary specialist's report on all cases in your files. Reports older than 30 days should not be accepted as evidence of the present condition of a tuberculosis case.

That is following the suggestion made by the National Anti-Tuberculosis Association.

In dealing with mental cases a very similar policy should govern. It is, of course, impossible to reach any decision on a mental case unless a psychiatric examination is on file. On the basis of this examination it should be possible to tell at the present time whether or not the man is in need of training to overcome the handicap of his disability. If the man is not in need of training the case should be stopped right then and there and no further action taken. If, however, the man is in need of training, and training at the present time is not feasible, the case should be tickled ahead until such time as training probably will be feasible. The length of the tickle must be dictated again by the psychiatric examination.

The cases in your files which the eligibility squad marked as "Sick 90" should be tickled for the date of probable recovery as shown by the complete medical examination.

A few cases in your files were labeled "d 90," meaning "not yet discharged." A letter should be obtained from these men stating the probable date of their discharge and the case tickled ahead for that date. In the meantime every effort should be used to complete this case prior to the man's discharge, so that he may enter training the day he is discharged if he so desires.

I do not know what your experience has been with banks, but if I have a note they tickle it ahead for the date that it is due and make me pay it when it is due. That is the procedure followed in the districts, to tickle the case ahead of the time that the man will probably be ready for attention, instead of letting them go. I think there is an instruction on that matter. Instructions No. 28, dated the 25th of September, read as follows:

There are certain classes of cases on which some of the District Vocational Officers have requested authority to close, which in the judgment of the central office it is better to tickle ahead in the files for a period, say, of 90 days, at which time, if there has been no change in the man's condition, they can be again advanced. These cases include dementia precox, epilepsy, and some cases of paralysis. It is the judgment of central office that while training for men suffering from such disabilities is not feasible at the time they are under such consideration, still, it is better to tickle the cases ahead than to consider them closed, thus losing sight of these men altogether.

There are also some cases of major disabilities, such as loss of limb, who have indicated that for the present they do not desire training; nevertheless it is more or less obvious that they will require some training probably in the very near future, hence their cases should not be closed, but tickled ahead. It must be remembered, too, that any case which is considered closed may be reopened at any time by the man or by a District Vocational Officer.

That was sent on the 25th of September and shows that the tickling ahead was for the purpose of keeping the case alive and calling

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it to the attention of the officer rather than closing it or depriving the man of any of the privileges to which he might be entitled under the law.

You have called here, gentlemen, some employees of the board, Messers. Meyer, Noyes, Ives, and Reid. I think you will find that in some respects at least they were testifying concerning things about which they were not fully informed. I think the committee made no definite requirement that they should qualify as experts as knowing the things about which they were talking. I do not care to discuss the testimony of anyone except Mr. Reid, and I will discuss that after I take up the testimony of the soldiers, if you care for me to do so.

Mr. Chairman, I have here some information concerning each of the 14 soldiers whom you called to testify, and I want to go over those cases with the committee and file copies of the official records with you. Whether you want me to resume now or this afternoon is just for you.

I should like to have you understand that I am approaching this matter of the soldiers' testimony with no wish except to show the official records in the cases. I am not going to try to justify delays nor to excuse any lack of prompt attention.

The first soldier whom you called was Mr. Kalish. Mr. Kalish was surveyed on the 14th of April, 1919. On the 24th of May, 1919—these are certified copies of the records—the district was notified that he had not yet been awarded compensation, and awaiting compensation to be awarded. After the "divorce law" was passed on the 11th of July, the district was notified on July 18, seven days later, that he was not entitled to training under section 2.

On the 2d of August, Mr. Griffin, the district officer, wrote Mr. Kalish asking him to come in to the New York office and stating that he had received word from Washington on his case. On the 5th of August Mr. Kalish replied:

Kindly send me transportation return mail.

On the 8th of August transportation was sent him. We have no reason to believe that he was not told on the 8th of August when he reported that he was not entitled to training under section 2. From that time on his complaint has been that he was not in training with maintenance pay.

The discharge papers which are presented state that the disability is one-tenth at present for old job, less than one-tenth for new.

On the 5th of January, after an appeal was sent to this office, the district officer at New York was sent this letter:

This office has received a Med D on the case of the above-named man—

Med D is the form showing the medical examination.

Which has been referred to the chief medical officer who states as follows: "There is nothing to substantiate the examiner's opinion that this man can not return to his former occupation or that he has a major handicap. My rating is negligible.

"J. M. Moss,
"*Lieutenant Colonel, United States Public Health Service.*"

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Mr. ROBSION. Is that a doctor?

Mr. LAMKIN. Yes, sir; that is a lieutenant colonel in the Public Health Service.

The case of Arthur P. Thomas. You saw the man's physical condition here. These letters are copies of the correspondence which we had with that man from the time we first got in contact with him until the present time. It shows that he asked for a course in the Columbia University in journalism, that it was approved, that the School of Journalism did not open until September and that he was sent to Elmira to the Meeker Business Institute until the Columbia University course was available. There was some delays as to Mr. Thomas's payments. The delays were caused by there being two Arthur Thomases, one Arthur D. Thomas and one Arthur P. Thomas. I have here a statement as to the dates on which money was paid to Arthur P. Thomas, the voucher number for most of them. That shows that he was paid down to the 1st day of March, 1920.

When the case was first drawn to my attention I referred all the folder to our chief medical officer here. You remember, it was stated that he did not receive medical attention.

Case Arthur P. Thomas, Troop C, Sixth Cavalry, Elmira, N. Y.

Per your request the medical status of Arthur P. Thomas, as shown by file No. 2-234, is submitted:

(*a*) Arthur P. Thomas, formerly Sixth Cavalry, United States Army, has a major permanent physical disability due to service.

(*b*) Action by the medical section, F. B. V. E., to have X-ray examination begun September 3, 1919, when request was made that D. V. O. District No. 2 have such examination made.

(*c*) October 29, 1919, another request was sent again, requesting an X-ray examination, calling attention to letter of September 3, 1919—

That is the Public Health Service.

(*d*) November 6, 1919, District No. 2 through their surgeon requested the Public Health Service to make X-ray examination.

(*e*) X-ray examination and report made by Dr. B. C. Darling, New York, November 19, 1919.

(*f*) January 2, 1920, Dr. W. C. McDonald refers man to Dr. Merriam for spinal brace—

Doctor McDonald is the officer in the New York office and Dr. Merriam is the district medical officer.

On account of the man "complaining of considerable pain."

(*g*) January 2, 1920, Thomas referred in person to Dr. F. C. Smith, United States Public Health Service for such appliances as is necessary for correction of condition.

(*h*) January 16, 1920, man referred in person to Dr. Smith for operation. Referred to Flower Hospital for operation January 19, 1920.

(*i*) District medical officer requested he be excused from training for one month for operation.

(2) This case, to say the least, is a very unusual one. The man according to the files has the following history briefly:

He suffered a compression fracture of the body of the second lumbar vertebra March, 1917, spent two years in military hospitals; two months in Post Graduate Hospital, New York, and six months at marine hospital, Buffalo; and three weeks marine hospital, Staten Island. Was operated, had bone inlay operation on spine, bone obtained from left tibia. Letter from man February 25 shows his discharged from marine hospital and convalescing. Letter from him March 17, 1919, states that he is in such physical condition he can begin training at the "earliest possible convenience."

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3. There is nothing in the file to show that the man did not have the operation as soon as indicated. The man was in training and there is nothing to show that he was having symptoms until January 2, 1920, when he evidently was examined by Dr. McDonald. There was no scientific reason for subjecting the man to another operation on the X-ray findings without some definite subjective or objective symptoms, or both, for it is expected that many of these cases will have more or less symptoms, thus, a serious injury combined with the necessary operations. The X-ray findings of November 19, 1919, only indicate an old fracture of one vertebrâ with a bone inlay which has a "suggestion" of a break at the lower end. This examination was made to see just what the condition of the spine was after almost a year, which should be done in all cases. The files show that a brace was recommended when symptoms first began January 2, 1920. Then January 16, 1920, it was found that an operation was necessary. He was referred to the United States Public Health Service, who sent him to the hospital January 17 and he was operated on January 24, 1920.

The statement has been made that Mr. Lary made an appointment with him and did not keep it. Lary is the assistant district vocational officer in New York. I file his affidavit dated March 30. There is no question as to the veracity of Mr. Thomas—I am not questioning that in the least.

Mr. ROBSION. Give the substance of the affidavit.

Mr. LAMKIN. The substance of this affidavit is that Mr. Lary called at the hospital and was informed that Mr. Thomas's ward was under quarantine, and he could not visit him at that time. Mr. Thomas stated that he was down in the reception room. Mr. Lary's statement is that:

I had planned to call on Tuesday, March 16, but found it impossible to get away from the office. I called the hospital at 4.30, but Mr. Thomas was unable to come to the phone. I did call the next day, but was informed that the ward in which Mr. Thomas was stationed was quarantined, and it would be impossible for me to see him.

Whether or not Mr. Lary asked for the right ward or whether or not the hospital authorities gave him the correct information, I do not know. This is the affidavit of Mr. Lary.

Criticism has been made that Mr. Thomas was taken off the training pay roll. There is no intention, Mr. Chairman, of being niggardly in the question of sick leave for these men in training. After the Sweet bill was passed, the Bureau of War Risk Insurance gave a man $80 a month for total disability and, in addition, they gave him his hospitalization. The money comes from the same source as for the vocational education, viz, the United States Government. The difference is, he is under the control of the bureau during the time that he is in the hospital. He gets his hospitalization, which is his maintenance, in addition to the $80 a month, out of which he has to pay his maintenance; while under the Federal Board we are giving the boys the most liberal sick leave that is necessary or desirable. There is no intention to cut it off, but there is a desire not to let the boys remain out of school 30 days or 60 days and then come back and say, "I was sick," in order to be kept on the training pay roll. If he is sick he should be under the control of the bureau and cared for by it and paid by it.

Mr. Thomas was told down here, the last thing, that he could have any training as long as it was necessary to train him. After he testified here I had one or two talks with him, and I assured him that we expected to see him through and that he would remain on the pay roll of the bureau until he could go back to Columbia University.

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and we agreed to give him a correspondence course, or anything of that kind which we thought he might need.

Mr. TOWNER. Mr. Lamkin, we can not finish another case, and the hearing will be adjourned until 2 o'clock this afternoon.

(Thereupon the committee took a recess until 2 o'clock p. m.)

AFTER RECESS.

The committee reassembled, pursuant to recess, after 2 o'clock p. m.

The CHAIRMAN. The committee will please come to order. You may resume your testimony, Mr. Lamkin.

Mr. LAMKIN. Before noon, Mr. Chairman, I was filing for the record some of the official records of the board concerning the 14 disabled men who testified here.

The third man who testified here, Mr. Chairman, was Mr. Lind, Theodore Lind. I think you will remember him as a man whose occupation before he went into service was a wood polisher and he received a disability which resulted in the reduction of hearing in one of his ears. The contact and survey of this man were made June 21, 1919, while the man was a patient at General Hospital 41. His disability record shows that it consists of chronic otitis media. His former occupation was a wood polisher in a tobacco pipe factory, salary given at $18 a week. He was engaged in that industry for eight months and had no other occupation. His occupational preference was given as stenographer and typewriter. His second preference was surveying. Under the man's preference it stated his deafness does not seem serious enough to prevent. The reason for preference is given as because the man does not wish to return to his old occupation.

The case was submitted to the central office on July 7, 1919. On August 22, 1919, the district office was notified that this man was not eligible for training under the provisions of section 2. That is another case in which these letters will show that the question was as to whether or not the man was entitled to section 2 or section 3 training. As I said once before in my testimony, I am not claiming that the board has always been right or that our decisions have been always right. They are a matter of judgment and any executive officer must act on what he considers the evidence to be worth which has been submitted. The medical examination which is given here which the doctor reports is that of a partial loss of hearing in the left ear. Patient gives history of having been gassed while in the service, and there was a discharge from the left ear and a loss of hearing in this ear. The doctor rates the disability as minor, signed by Spencer A. Kirkland, M. D., dated September 18, 1919. He has been offered training under the provisions of section 3. Dr. M. D. Edgerton surveyed him and states that he had a minor permanent handicap, with this statement:

When I first tested this man he claimed he could not hear very loud voice at 1 inch with left ear. When confronted with his record he finally repeated ordinary voice at 2 feet, with left ear. In my opinion the disability is due to service. It is permanent. The vocational handicap is minor. Training is feasible. Follow-up here is necessary.

This is indorsed by W. C. MacDonald, M. D.

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The minor handicap was not regarded as entitling him to training with maintenance pay.

(Statements submitted for the record in reference to the case of Theodore Lind are as follows:)

JULY 28, 1919.

From: Chief, Division of Rehabilitation.
To: District Vocational Office No. 2, city of New York.
Subject: Lind, Theodore, private, Battery D, 319th Field Artillery.

1. Receipt is acknowledged of your surveys and recommendations for training to be furnished the above-named man. The evidence submitted has been very carefully reviewed by this office, but it is not possible to give an immediate decision, because of the incomplete evidence which has been submitted concerning the man's disability. In order to discover the exact nature of the disability for which this man was discharged from the service, a request has been made for extracts from the official records.

2. If you have in your possession a copy of Form 17 A. G. O., Form 135-3 A. G. O., Form 395-1 A. G. O., or Form M (Navy), or extracts from these documents, please submit the copy or extract to this office immediately.

3. If copies or extracts from the above-named official records are not in your possession, or if those records are not such as to furnish a basis for the opinion of your district medical officer in regard to the man's present physical condition, please submit a report on the proper medical blanks furnished by this office.

H. L. SMITH,
Chief, Division of Rehabilitation.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

AUGUST 22, 1919.

From: Chief, Division of Rehabilitation.
To: District vocational officer, district No. 2.
Re: Lind, Theodore, Private, Battery D, Three hundred and nineteenth Field Artillery.

DEAR SIR: Please refer to the case of the above-named man, about whom we wrote you on July 28.

The Army records state his disability as:

Report of board of medical officers: "Otitis media, chronic; supurative left ear. Soldier states that he had no ear trouble prior to enlistment. He has a history of having had occasional earache (left) from July 18, 1918, onward. The present condition, however, appears to have arisen suddenly December 28, 1918, while in hospital following operation for hemorrhoids. He stated that mastoid operation was done January 4, 1918, at Base Hospital No. 49. Admitted United States Army General Hospital No. 41, Staten Island, N. Y., June 2, 1919, with purulent discharge from left ear, which discharge at present is absent. He shows a small scar behind the left mastoid prominence, but no loss of bony substance. We are unable to determine the type of operation which was performed in this region. His hearing in right ear 20/20, left ear 40/20. Maximum improvement has been obtained. Ten per cent disabled. In line of duty, yes; degree of disability, 10 per cent, based on present condition."

In view of his disability, as stated on your surveys, medical board, together with the Army statement, it does not appear that the man has a section No. 2 case for training under the law, as he can return to his former occupation without any decrease in earning capacity due to disability.

Please reconsider, with a view to offering the man training under the provisions of section No. 3, provided he is awarded compensation by the bureau.

Very truly, yours,

H. L. SMITH,
Chief, Division of Rehabilitation.

I certify this to be a true copy.

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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SEPTEMBER 3, 1919.

Mr. THEODORE LIND,
Brooklyn, N. Y.

DEAR SIR: Will you kindly call at this office at your earliest convenience and ask to see our Dr. Merriam relative to your case.

Please bring this letter with you when you call.

Hoping to see you soon, beg to remain,

Yours, very truly,

S. E. FARWELL,
District Vocational Officer.
By F. MCKELVEY BELL,
District Medical Officer.

I certify this to be a true copy.

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

OCTOBER 26, 1919.

Mr. THEODORE LIND,
Brooklyn, N. Y.

DEAR SIR: Will you kindly call at our office and confer with our Mr. Chidester regarding the possibility of training under section 3?

Yours, very truly,

S. E. FARWELL,
District Vocational Officer.

I certify this to be a true copy.

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

DECEMBER 13, 1919.

Mr. THEODORE LIND,
Brooklyn, N. Y.

DEAR SIR: Will you kindly call at this office at your earliest convenience and ask to see the writer relative to your case?

Please bring this letter with you when you call.

Hoping to see you soon, beg to remain,

Yours, very truly,

S. E. FARWELL,
District Vocational Officer.
By C. S. MERRIAM, M. D.,
Assistant District Vocational Officer.

I certify this to be a true copy.

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

[Form Med. R. August, 1919.]

D. V. O. No. D_____
Central Office No. R_____
B. W. R. I. No. C_____
Army Serial No_____

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION.

MEDICAL-VOCATIONAL EXAMINATION.

INSTRUCTIONS.

[In filling out this form use pen and ink or the typewrtier.]

1. Read carefully in connection with latest regulations. The original of this record will be filed in the central office and a copy kept in the district office.
2. The object of this examination is to show on one form, as far as possible, whether (a) the man is physically and functionally able to return to his former occupation;

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whether (*b*) the man is physically and functionally able at this time to enter upon the training course; and (*c*) whether he can carry on in the occupation for which training is recommended, after the training is completed.

3. This form will be filled out by the district medical officer after an examination of the man or his records. The applicant may be ordered to the district office for vocational advisement if a medical report indicates a physical handicap to overcome which training appears to be necessary.

4. In all cases, if available, attach copies of service Forms M. (Navy), 17, 135–3, 395–1 (A. G.), and any B. W. R. I. forms.

5. Applicants presenting themselves at a district office will be examined there free of charge by the district medical officer or his assistants.

PART I.

1. (*a*) Name, Lind, Theodore.
   Age, 22 yrs.; race, white.
   (*b*) Rank, rating, or organization, pvt., Co. B, 319 Field Artillery. Principal duty in service, soldier.
   Enlisted June 4th, 1917. Discharged June 28, 1919.
   (*c*) Present address, 175 St. James Place, Brooklyn, N. Y.
   (*d*) Principal civil occupation, wood finisher.
   (*e*) Occupation suggested by vocational adviser, surveyor (mechanical).
   (*f*) Nature of training course, ———.
2. (A) Was the applicant treated for an illness or injury while in service for which he claimed no disability and which was not noted on discharge? No.
   (B) Does the applicant claim that he had an illness or injury while in service for which he was not treated in hospital or in dispensary? No.
   (C) Does the applicant claim that he was inducted into the service with a disability unnoted by the medical examiners? No.
   (D) Has the applicant developed any disability traceable to service since his discharge therefrom? No.
   (The following answers may apply to either A, B, C, or D, above:)
   (1) If so, how was this illness or injury incurred? ———.
   (2) Describe it fully and give name of hospital or dispensary in which he was treated and, if possible, dates of admission and discharge. ———.
   (3) Describe the relation, if any, it has to the present disability ———
   (4) In your judgment, is his statement credible? Yes. Is an affidavit advisable from the man concerning A, B, C, or D? No.
   (5) Was this present disability, in your opinion, incurred in, increased, or aggravated by reason of his service? State which: Incurred in.
3. Abstracts of specialists' examinations (when such examinations are necessary).

(To be filled out by the D. M. O. from reports by specialists or district office examinations; the original copies of the special examiners to be attached.)

4. The vocational-medical data.

(To be filled out by the D. M. O., in consultation when necessary with the vocational adviser or by other medical examiner, if the latter feels competent to answer any or all queries.

   (*a*) Is the candidate's physical condition, as the result of his disability, such that he can not realize his full capabilities in—
   His former occupation? Yes.
   The new occupation suggested? No.
   (*b*) Will the disability of the applicant handicap him in his competition with the normal worker in the occupation suggested? No. If so, state the manner in which his disability will be a handicap ———.
   Just what can he not do with the disabled part? Not do any work which necessitates keen hearing.
   (*c*) Will candidate's disability increase his liability to hazards in the occupation suggested? No.
   If so, state the hazards and the precautions to be observed. ———.
   (*d*) Will the candidate's condition demand any special consideration from his employer, such as shorter hours, periods of rest, light work, special type of work or machine, etc.? No.
   If so, what? ———.
5. Abstract or summary of all data by D. M. O. (Reconcile or decide on discrepancies and give personal opinion.)

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DIAGNOSIS.	DISABILITY.
Unilateral ch. otitis media lt. ear. Loss of hearing in lt. ear.	Loss of hearing in lt. ear. Man can not carry on efficiently as wood finisher. Work rather confining. As mechanical surveyor would work partially outside, which would possibly aid man's condition.

(*a*) Is the disability major, minor, or negligible? Is it permanent or temporary? ———.

(*b*) Do you find the applicant eligible for training under the vocational rehabilitation act? Yes.

(*c*) Should the applicant begin training for the suggested occupation? Yes. When? Now.

Date, 9–24–19.

Sect. 3 only.

FRANK BELL, *D. M. O.*

PART II. THE PHYSICAL EXAMINATION.

Read paragraphs 1 and 2 of the instructions on first page carefully, and before beginning the examination the man should be stripped, at least to the waist.

1. (*a*) Age, 22. Race, W. Height with shoes, 67½ inches. Weight without coat, 149 pounds. Inspiration, 35 inches. Expiration, 33 inches. Girth, 28 inches.

(*b*) What does he complain of? Loss of hearing in left ear.

(*c*) Has he hernia, piles, fistula, or other rectal diseases? No.

(*d*) Do you find evidence of past or present disease of brain or nervous system? No. Of the heart? No. Of the lungs? No. Of any of the abdominal organs? No. Of any other part of the body? No. What? ———.

(*e*) Describe fully the physical and functional conditions, with full details of the disabled organs, his general appearance and build, and endeavor to give a word picture of the man; use diagrams to show location of injuries, and always indicate by a pen sketch the position of ankylosed limbs and fingers.

Patient gives history of having been gassed while in service.

Had cold followed by pain and discharge from left ear and loss of hearing in this ear. Paroxysmal pains in ear at times now. No hearing in left ear. Should not perform work which necessitates marked confinement. Claims noises in work shop cause pain in ear.

2. (*a*) Amputation cases: State nature of amputation, and note exact location on diagrams. Is scar fixed or movable? ———. Date of amputation ———. Character of stump (for direct or indirect weight bearing) ———. Power of stump ———. Usefulness of stump ———. Painless? ———. What artificial appliances are required? ———. If no artifical appliances are used, why not? ———. Have any been ordered? ———. Have any been received? ———. Are any being worn? ———. If so, what? ———. If leg, are crutches used? ———.

3. After your examination of this man, is the present condition, in your opinion, due to or traceable to his military service? Yes.

4. Does he need hospital or other care? No.

5. Diagnosis: Unilateral chr. otitis media; loss of hearing left ear.

6. Prognosis: Grave.

7. Remarks, suggestions as to treatment, etc., ———.

8. In view of the physical disability and his past vocational history, should the applicant be trained for the suggested occupation, which is mechanical surveying? When can he begin? Now.

9. Is the disability minor? Is it permanent or temporary? ———.

10. Any erasures or alterations should be initialed by you. Please read your report over carefully before signing.

SPENCER A. KIRKLAND, M. D.,
469 Fifth Avenue, New York, N. Y.

SEPTEMBER 18, 1919.

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SUBSEQUENT MEDICAL HISTORY (TO BE FILLED OUT AT THE DISTRICT OFFICE.)

(Here insert after-complications and changes of diagnosis.)

Date ———.
Date ———.
Date ———.

CONDITION ON COMPLETION OF TRAINING.

(To be ascertained, when deemed necessary, by the D. M. O. from the coordinator or the counselor and friend.)

Is this man able to carry on in the occupation for which he was trained? ———.

Name ——— ———.
Address ———.

Date ———, 19—.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

DECEMBER, 22, 1919.

Mr. THEODORE LIND,
175 St. James Place, Brooklyn, N. Y.

DEAR SIR: Your application for training through the Federal Board for Vocational Education has received careful consideration, and the decision has been made that your disability does not constitute a vocational handicap. We are, therefore, not permitted to offer you training under section 2 of the act, which carries $80 a month maintenance allowance.

We note, however, that you have applied to the Bureau of War Risk Insurance for compensation. In case this compensation is granted, you will be eligible for a course of training without compensation, as provided in section 3 of the act. That is, you may choose one of the following courses:

1. At any approved school "day course," with tuition and cost of books only.
2. A course in any approved evening school, with tuition and cost of books only.
3. Any approved correspondence course, with tuition and cost of books.

Please advise this office whether or not compensation has been granted you by the Bureau of War Risk Insurance, and also whether you desire to take advantage of any one of above-mentioned opportunities.

If you should have any additional evidence of your disability not yet submitted to this office which might constitute a claim for section 2 training, we shall be glad to consider it.

This office is open during usual business hours, 9 a. m. to 5 p. m., and also from 7 to 9 o'clock on Wednesday evenings.

Very truly yours,

S. E. FARWELL,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN, *Notary Public.*

My commission expires February 18, 1925.

Med. D. (October, 1919.)

District No. 2.

D. V. O. No. D21964.
Central office No. R.
B. W. R. I. No. C.
Army serial No. —.

[Federal Board for Vocational Education, Division of Rehabilitation.]

REPORT OF PHYSICAL EXAMINER.

(Read carefully instructions on back.)

Place: Federal Board for Vocational Education. Date: December 19, 1919.
1. Claimant's name: Lind, Theodore.
2. Service organization and rank: Pvt., Co. B., 319th Field Artillery.

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3. Present address: 175 St. James Place, Brooklyn, N. Y.
4. Age: 22 years. Previous occupation: Wood finisher. Color: White. Suggested occupation: Surveyor (mechanical).
5. Brief military history of claimant's disability: In July, 1918, patient developed earache in left ear, followed by discharge. Mastoid operation January, 1919; B. H. 49 France.
6. Present complaint: Deafness in left ear.
7. Physical examination: Special ear examination; right ear appears normal and hears whisper at 6 feet. Left ear drum retracted and thickened with redness along handle of malleus. Short handle of malleus prominent. Scar of old mastoid behind the left ear. Can hear spoken voice with left ear at 2 feet.
8. Prognosis: No change.
9. Diagnosis: Chronic catarrh of left middle ear with mastoid operation (healed).
10. Is claimant able to resume former occupation? Yes.
11. Do you advise it? Yes. Permanent, partial. Deafness in left ear 60 per cent impaired. Hearing in right ear normal.
12. Is claimant bedridden? No.
13. Is claimant able to travel? Yes.
14. Do you advise hospital care? No .
15. Will claimant accept hospital care? No.
16. In youur opinion is disability due or traceable to service? Yes.
17. The claimant has a vocational handicap which is: Minor, permanent.
18. Is his physical and mental condition such that vocational training is feasible? Yes.
19. Did you examine the man yourself?
20. Any other remarks: When I first tested this man he claimed he could not hear very loud voice at 1 inch with left ear. When confronted with his record he finally repeated ordinary voice at 2 feet with left ear.

M. T. EDGERTON, M. D.
469 Fifth Avenue, New York City.

In my opinion the disability is due to service. It is permanent. The vocational handicap is minor. Training is feasible. Follow-up care is necessary. 12/19. O. K. W. C. MacDonald for D. M. O.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

[Page 2.]

INSTRUCTIONS FOR FILLING OUT THIS REPORT.

1 to 4. To be filled out in the district office.
5. Give a brief military history of the claimant's disability, sufficient to connect his disability with his military service.
6. In recording the man's complaint, give symptoms as stated by him; do not give a diagnosis.
7. (*a*) In recording the results of a physical examination, do not give a diagnosis; give the physical signs as you find them.
(*b*) In cases of wounds give location of scars and also a description of the injury to the underlying structures with the resulting deformity, limitation of motion, or disturbed function.
(*c*) When the applicant complains of dyspnea on exertion as a sequela of gassing, heart disease, or bronchial asthma, note his pulse and respiration before, just after, and two minutes after exercise, which should consist of hopping 25 times on each foot.
(*d*) If, in addition to the disability due to service, the man has any other impairment, describe it fully, and state whether it is related in any way to his service.
8. Use the nomenclature of the United States Public Health Service.
18. A claimant is considered to have a major handicap when his disability would constitute a real handicap in his former occupation, such as to affect employability or earning power. A minor handicap involves some incon-

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venience but does not interfere in any real way with earning power or employability in the former occupation. A negligible handicap involves an inconvenience that can be disregarded in considering employability or earning power.

Men without a vocation, i. e., students, and those who have not worked at one occupation more than one year and are under 21 years of age, should have their handicap considered in light of the general labor market.

19. Training is feasible when the mental and physical conditions permit and when the suggested occupation is not incompatible with his disability.

Civilian physicians making this report at the request of the board will mail it directly to the district office of the Federal Board, using the inclosed envelope, which requires no postage. B. W. R. I. examiners will mail it to the district supervisor.

The Federal Board for Vocational Education will pay a fee for this report in the following cases:

(*a*) If the report is made by a civilian physician, at the board's request.

(*b*) If the report is made by a B. W. R. I. examiner who is employed on a fee basis.

Make out your bill in duplicate and attach both copies to this report.

(This form will be mimeographed at the district, using paper of same weight and color as Med. B. if available.)

MARCH 10, 1920.

Mr. THEODORE LIND,
175 St. James Place, Brooklyn, N. Y.

DEAR MR. LIND: We suppose you have applied to the Bureau of War Risk Insurance for compensation. In case this compensation is granted, you will be eligible for a course of training under section 3 of the act; that is, you may choose one of the following courses:

(*a*) Any approved correspondence course
(*b*) Any approved evening school.
(*c*) Any approved course in day instruction.
(*d*) Any approved part-time instruction in any approved course.

If you are not financially able to accept training in an all-day course, you are urged to notify us to that effect, so that we may, if possible, assist in locating you in some suitable position which would be of such financial assistance that would enable you to accept training in an all-day course.

In taking one of these courses under section 3, our board will pay for your tuition, books, training equipment, and transportation only.

Should you decide that you can not accept training under section 3, will you please give us your reasons for refusing training? Under what conditions do you consider that section 3 training would be acceptable to you?

Please advise this office whether compensation has been granted you by the Bureau of War Risk Insurance, and also whether you desire to take advantage of any one of the above-mentioned opportunities.

Yours, very truly,

WILLIAM A. CLARK,
Acting District Vocational Officer.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN, *Notary Public.*

My commission expires February 13, 1925.

The next man was Gilbert E. Wright. The pink sheet here [indicating] is a form of the Bureau of War Risk Insurance, which shows that the man is drawing insurance at $57.50 a month and compensation of $100 per month, beginning May 17, 1919, which is approved on the 4th of September. The original award was made on the 23d of July, 1919. He was examined on the 20th of May. On the 4th of August a letter was addressed to the bureau by the board asking that the bureau arrange such treatment as the man might need. He was a man who had trouble with his heart. On August 6 there is a letter from the D. V. O. at New York to the

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supervisor of the after-care department of the American Red Cross, which, in reply to his letter, stated that the board had reached the conclusion that the general commercial course covering bookkeeping, correspondence, and general business practice would be a benefit to Mr. Wright. On August 7, 1919, the district office sent to this central office his recommendation. On August 21, 1919, it was approved by central office for a usual commercial course at the Merchants and Bankers School for a year. On August 25, Mr. Wright was notified of the approval of his course. On September 2, Mr. Wright wrote to the New York office stating he had begun a course in general commercial subjects at the Merchants and Bankers School on September 3, 1919. On September 30, Mr. Wright wrote to the New York office saying he did not desire to continue his training.

I do not desire a commercial course or any other form of training at this time, because of my physical condition. I find that I am unable to concentrate. I should like to reserve the right to have my case reopened should my physical condition become such as to enable me to resume training.

The complaint that Mr. Wright had was that he was not given training as a radio operator but that a man by the name of Bertsch who it was claimed had "100 per cent heart trouble" was given radio operating. I think you remember these circumstances.

The CHAIRMAN. Yes; the committee remembers.

Mr. LAMKIN. Here are the two photostatic copies of the two surveys of the cases of these two men. Mr. Wright at the time of enlistment was a fireman. His principal civil employment, he said, was a fireman. His other occupation was chaffeur. He also had been a clothing clerk for a month and a half, as I read it, and a police officer for a few months. His occupation while in military service was a chauffeur. His occupational preference is radio operator, reasons, "On account of his liking for things electrical and the course appealed to him." Second preference is marked commercial. This is signed by Mr. Wright. The course in the Merchants and Bankers School is recommended, and the American Red Cross writes on the 6th of August to Dr. Merriam, as follows:

AMERICAN RED CROSS,
HOME SERVICE SECTION,
New York City, August 6, 1919.

Dr. MERRIAM,
Federal Board, New York City, N. Y.

MY DEAR DR. MERRIAM: The bearer of this letter, Gilbert Wright, is the man whom we have had two telephone conversations about concerning clerical employment.

This man says that he will get in touch with his friends who suggested an executive position to him, and report back to either you or me on this matter to-day or to-morrow.

In case you do not recall the case immediately, Mr. Wright is the one who has chronic heart trouble.

Thanking you particularly for your cooperation, and assistance in this case, we remain,

Very truly, yours,

JOHN D. WANSOR,
Per M. B. BIGGS,
Supervisor, After Care Department.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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(The papers in the case of Gilbert Wright, submitted for the record, are as follows:)

FEDERAL BOARD FOR VOCATIONAL EDUCATION—INDIVIDUAL SURVEY AND RECORD.

1. Name, Wright, Gilbert; present address, U. S. G. H. 38; home address, 604 Ninth Avenue, New York City; enlisted, July 10, 1918; place, Columbus Barracks, Ohio; organization, 705 M. T. C.; D. V. O. 15466; source, U. S. G. H. 38; date of birth, April 24, 1886; birthplace, Pleasantville, Ind.; race, white. Discharged, May 16, 1919; rank, private.

2. Father's name: Deceased; occupation, printer.

3. Next of kin's, or nearest friend's, name: Sister, Helen Wright; address, Quincy, Ills.

4. Dependents: Is there a dependent wife? No; number of dependent children, none; other dependents, none.

5. Education: Grade completed, seventh; speaks English? Yes; writes English? Yes; correspondence, or evening, courses taken, none; other education (foreign languages, etc.) none.

6. Disability: Nature of injury or illness, heart trouble; date of occurrence, January 6, 1919; place, Guer, France; time in hospital, 11 weeks; present condition, states does not feel any too good; nature of permanent disability, problematical.

7. W. R. I. Data: Compensation claim filed May 22, 1919; base pay last month of service, $30.

8. Vocational medical data: Examined ———, 19—.

Occupation.	Industry.	Time.	Wages.	
			Amount.	Per—
At time of enlistment, fireman	Construction	8 months	$25	Week.
Principal civil employment, fireman	Railroad	3 years	25	Do.
Other occupation, chauffeur	Automobile	5 years	20	Do.
Other occupation, clerk	Clothing	1½ years	18	Do.
Other occupation, police officer	Police	8 months	21	Do.

9. Vocational survey: April 29, 1919.

Occupation while in military service, chauffeur; last employer, Smith, Homer & McIsaac; address, Camp Meade, Md.; other employer, Baltimore & Ohio Railroad; address, Baltimore, Md.; training during convalescence, none; occupational preference, radio operating; reasons, on account of his liking for things electrical and the course appeals to him; second preference, commercial; remarks on man's preferences, this man has had 5 years experience around autos and has a very general knowledge; occupation recommended, commercial industry, automobile. Memoranda (recreations, hobbies, habits, manners, intelligence, etc.), baseball, boxing, swimming, music, theater, habits good, manners good, smokes, uses intoxicants moderately.

GILBERT E. WRIGHT.

10. Training recommended by vocational advisor: General commercial course.

11. Method of training recommended by supervisor training: Character of training, general commercial course; place of training, Merchants and Bankers School; estimated duration of training, 1 year; tuition, $17 per month; total tuition for course, $204; other estimated costs, $15 for books, etc.

12. Case board action. Date, ———, 19—.

J.——— ———, *Employer.*
W. E. WENTWORTH, *Employee.*
CHARLES B. BARNES, *H. S.*
W. H. RICHARDSON, M. D. *Medical Officer.*

13. Action by head office: Course approved, disapproved ———, 19—.

14. Training: Course in ———.

15. Placement data: ———.

16. Retraining after placement: Memoranda ———.

17. Personal interviews: Date, April 29, 1919; officer, V. A.; report, Eastonia, N. Y.

For signatures of officers making this report: Sections 1 to 6, 9 and 10 filled by W. J. Wheeler, title, V. A.; section 11, filled by Meyer.

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[Form 77-B Rev. (2).]

FEDERAL BOARD FOR VOCATIONAL EDUCATION—DIVISION OF REHABILITATION.

District office file No. 228418.

This form filled out by E. J., 4/22/20.

1. Name: Wright, Gilbert.
2. Rank or rating: Private. Organization: Seven hundred and fifth Motor Transport Company.
3. (6 W. R.) Physical condition at present: Poor.
4. (7 W. R.) Origin, nature, and extent of injury or disease so far as determinable: Mitral stenosis, tachycardia.
5. (10 W. R.) Is he able to perform any part of former or any other occupation? No; he is permanently totally disabled.
6. (11 W. R.) Has he a specific injury of a permanent nature?
7. (14 W. R.) For what period from the date of discharge (not from the date of first disability and not from the date of this report) is disability likely to exist (a) from a surgical viewpoint? Permanent, total.
8. Former occupation:
9. Present occupation:

Also draws insurance $57.50 a month beginning 5/17/19 app. 9/4/19. Original award approved 7/23/19; first check sent Aug. 5, 1919.

10. Compensation from W. R. I., $100 monthly, beginning 5/17/19, to 9/2/19; vocational training, 9/3/19 to 9/31/19.
11. Insurance from W. R. I., monthly, $100 from 10/1/19—still running.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN, *Notary Public.*

My commission expires February 13, 1925.

MEMORANDUM.

Wright, Gilbert, private Seven hundred and fifth Motor Transport Company, 705 Newington Avenue, Baltimore, Md.

The following qualifications are necessary for a radio operator as set out in regular trade specifications:

1. *Duties.*—Operation and care of standard radio apparatus.
2. *Qualifications.*—Must be an experienced radio operator, capable of transmitting and receiving not less than 12 words per minute in Continental Morse (five letters to the word), or highly skilled operator capable of transmitting and receiving at a speed of 30 words per minute or over.

Must be thoroughly familiar with the adjustment, operation, and care of the apparatus, the use and care of storage battery or other auxiliary power apparatus, and with the international regulations applying to radio communications.

Must be skilled in locating and correcting faults and changing from one wave length to another.

Must be well grounded in spelling and grammar, possess a working knowledge of the theory of electricity, including electrical units, measurement and calculation of resistance, capacity, and inductance.

Must be familiar with the Telefunken, Marconi Wireless especially, and Signal Corps radio equipments, and should understand visual signalling with flags, semaphore, and blinkers.

Should hold a Government license as a commercial operator, either "extra first grade," "first grade," or "second grade," or amateur operator, either with or without a license, but having had experience and possessing requisite knowledge.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN, *Notary Public.*

My commission expires February 13, 1925.

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[Form No. 502-3—Med. B. (Apr., 1919).]

MEDICAL-VOCATIONAL EXAMINATION—FEDERAL BOARD FOR VOCATIONAL EDUCATION—DIVISION OF REHABILITATION.

INSTRUCTIONS.

The object of this examnation is to determine whether (*a*) the man is physically or mentally (or both) able to enter upon the training course and (*b*) whether the man can carry on in the occupation for which training is recommended, after the training is completed.

This record is for file in the central office in Washington; a copy will be kept in the district office. Paragraph 8, Form 502-3 may be disregarded.

This form must be carefully filled out. Complications and changes will be reported immediately by memorandum and entered on original and copy under "Progress" (par. 4 (*q*)), as soon as received.

Sections 1, 2, and 3 are to be filled out by district office before handing to district medical officer.

Sections 4 to 15 are to be filled out (1) by D. M. O. either by examination of the man and his records, or (2) by a special medical examiner who examines the man himself.

It is the duty of the D. V. O. to determine, with the advice of the D. M. O., whether the available medical reports are sufficient to enable the D. M. O. to make a medical-vocational diagnosis on the reverse of this form, or if a special medical examination of the man is necessary.

D. V. O. No. 15466_____D_____
Central office No._____R_____
W. R. I. Bureau No._____C_____

1. Name_____
(Last.) (First.) (Middle.)

_____
(Rank or rating.) (Organization.)

Present address_____
(Number and street or rural route.) (City, town, or post office.) (State.)

Principal civil occupation_____
Training suggested by Vocational Adviser_____
Subject _____
Place_____
(Institution or commercial establishment, or both.)

2. In all cases, if available, send copies of Form M, Form 17 A. G. O., Form 135-3 A. G. O., Form 195-1 A. G. O., or Form 504 Bureau W. R. I.

3. (*a*) Degree of disability given by Army medical board_____
(*b*) Did board find disability was incurred in line of duty?_____

4. Report of physical examination; record examinations by specialists in proper space or use special form:

(*a*) Present physical condition_____ Complains of_____ Age____yrs.
Race_____ Height_____in. Weight, without overcoat_____lbs.
Inspr._____in. Expr._____in. Girth_____in.
Hernia_____ Hemorrhoids, fistula, etc_____
(*b*) Orthopedic examination_____
_____ Shoes_____
(*c*) Venereal and urologic_____ Urine_____
_____
(*d*) Skin_____
(*e*) Cardiovascular: F. C. D. (N. C. A.) other conditions_____
_____
(*f*) Tuberculosis_____ Sputum_____
(*g*) Ear, nose, and throat: Hearing, R. E._____ L. E._____; N. and T._____
(*h*) Eye: Vision, R. E._____ { cor. } _____by_____
L. E._____ { by } _____by_____
(*i*) Dental: 8 7 6 5 4 3 2 1 1 2 3 4 5 6 7 8 (X) missing_____
8 7 6 5 4 3 2 1 1 2 3 4 5 6 7 8 (O) unserviceable_____
(*j*) Neuropsychiatric_____
(*k*) Psychological: Intellectual rating_____ Basis_____
Special aptitudes_____ Limitations_____
(*l*) Laboratory findings: Blood_____ Feeces_____ Stomach_____
X-ray_____

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(*m*) Present condition_____ Prognosis_____ Permanent?_____ Remedial?_____

(*n*) Remarks and recommendations for treatment—Name of hospital sent to _____

(*o*) Diagnosis: Valvular heart disease (aortic insufficiency) tachycardia.

(*p*) When can he commence training? When stronger.

(*q*) Progress: Here insert after complications and changes of diagnosis) _____

Date_____

Date_____

Date_____

5. Course of case since last medical examination_____

6. For amputation cases: (*a*) State nature of amputation, and note exact location on diagrams. Is scar fixed or movable?_____

(*b*) Date of amputation____ (*c*) Character of stump (for direct or indirect weight bearing) _____

(*d*) Power of stump_____ (*e*) Usefulness of stump_____ Painless?_____.

(*f*) What artificial appliances are required?_____

If no artificial appliances are used, why not?_____

(*g*) Have any been ordered?_____ (*h*) Have any been received?_____

(*i*) Are any being worn?_____ If so, what?_____

If leg, are crutches used?_____

7. For nonamputation cases (note scars, etc., on diagrams):

(*a*) Are any other artificial appliances required?_____ (*b*) If so, what?_____

(*c*) If an appliance of any sort is worn, does the man's success, in vocation suggested, depend upon the efficient operation of this appliance?_____

(*d*) In what way?_____

8. Is the candidate's physical condition, as the result of his disability, such that he can not realize his full capabilities in—

(*a*) His former occupation? Yes.

(*b*) The new occupation suggested? No.

9. What is your estimate of the percentage of his vocational efficiency in—

(*a*) Man's former occupation? 50 per cent.

(*b*) The new occupation suggested (after training)? 100 per cent.

10. (*a*) Will the disability of the candidate handicap him in his competition with the normal worker in the occupation suggested by vocational adviser? No.

(*b*) If so, state the manner in which his disability will be a handicap _____

(*c*) Just what can he *not* do with the disabled part?_____

11. (*a*) Will candidate's disability increase his liability to hazards in the occupation suggested by vocational adviser? No. (*b*) If so, state the hazards and the precautions to be observed_____

12. Influence of increasing years: (*a*) Will candidate be able to carry on as long as the normal worker in the occupation suggested by the vocational adviser? Yes. (*b*) If not, how much sooner may he have to give up?_____

(*c*) State any conditions which, in later life, may develop from the candidate's disability and interfere with his vocational fitness_____

13. (*a*) Will the candidate's condition demand any special consideration from his employer, such as shorter hours, periods of rest, light work, special type of work or machine, etc.? Yes. (*b*) If so, what? Light work.

14. Did you examine the man himself?_____

15. Remarks: Man is not strong.

W. H. RICHARDSON, M. D.,
Medical Officer.

469 FIFTH AVENUE, *May 20, 1919.*

I certify this is to be a true copy.

[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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15466. AUGUST 4, 1919.

From: D. V. O., district No. 2, New York City.

To: Maj. F. C. Smith, War Risk Insurance Bureau, 280 Broadway, New York, N. Y.

Re: Wright, Gilbert, 604 Ninth Avenue, New York, N. Y.

DEAR SIR: I am referring the bearer, Mr. Gilbert Wright, to you for treatment arising out of original war disability.

2. This man was discharged from the service under date of May 16, 1919. In view of the diagnosis, lachycardia and mitral stenosis, will you kindly arrange for such treatment as he may need and let me have a report, attention Dr. Merriam and oblige.

Yours, very truly,

UEL W. LAMKIN, *Acting D. V. O.*

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN, *Notary Public.*

My commission expires February 13, 1925.

AUGUST 6, 1919.

From: D. V. O., district No. 2.

To: Mr. John D. Wansor, supervisor, after-care department, A. R. C., 353 Fourth Avenue, New York City.

Re: Gilbert Wright.

DEAR MR. WANSOR: Our Mr. Meyer, in our training department, has conferred with Mr. Gilbert Wright, and they have reached the conclusion that a general commercial course covering bookkeeping, credits, correspondence, and general business practice would be of benefit to Mr. Wright, as forming a basis upon which to build in seeking employment where his disability would not particularly hamper him. We will arrange to have this training course outlined so that he will, for the time being, have short hours of study each day.

2. We will notify him as soon as our Washington office has approved this course, so that he may start in training.

3. Thanking you for your interest in this man, we remain,

Very truly, yours,

UEL W. LAMKIN, *Acting D. V. O.*

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN, *Notary Public.*

My commission expires February 13, 1925.

DIGEST OF CASE AND RECOMMENDATION.

D. V. O. 2-15466. AUGUST 7, 1919.

1. Personal data. Wright, Gilbert, 604 Ninth Avenue, New York; age, 33; white; dependents, none.

2. Education. Seventh grade.

3. Occupation. Fireman, 8 months; fireman in railroad, 3 years; chauffeur, 5 years; clerk, 1½ years; police officer, 8 months.

4. Disability. Valvular heart disease (aortic insufficiency); tachycardia, 50 per cent (Med. B.); compensation claim filed May 22, 1919.

5. Occupational disability. This man's heart condition is such that he is absolutely prohibited from work which requires any physical strain or which might excite him in any way. He worked in the past at heavy manual labor, except for one and a half years when he worked as clerk and bookkeeper in the clothing line.

6. The course of training recommended. General commercial course to fit him to do advanced clerical work of a light nature; the course to be so arranged that for the first few months, at least, he will not continue over two or three hours a day at study.

7. The need for the course. Man has been doing general work but has never had any technical training. He can not do any of his former heavy work and before he can take work in which his disability will not be hindered, he needs the training outlined. Our medical advisor directs that this man be put under training for no more than two or three hours each day at the beginning.

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8. Future placement. He can be placed at some light work in the clerical line after training.

9. Summary. To be trained at Merchants' and Bankers' Business School, New York, for one year.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN, *Notary Public.*

My commission expires February 13, 1925.

R-2-57100.
D-2-15466.
D-228418.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, August 21, 1919.

From: Chief, Division of Rehabilitation.
To: District vocational officer No. 2, New York City.
Subject: Wright, Gilbert, private, Seven hundred and fifth Motor Transport Company, 604 Ninth Avenue, New York City.

1. I am directed to state that the recommendation that this man be given a course in general commercial subjects at Merchants and Bankers' School is approved for a period of one year. At the end of this period if further training is deemed necessary or advisable, recommendation to that effect should be submitted.

2. You are authorized to place this man in training immediately, submitting Form 107-Rev. (2) within three days of the date the man enters upon his training course. Statements in regard to dependents should accompany Form 107-Rev. (2), if available. If statements in regard to dependents have not been executed at the time the man enters his training course, the same should be forwarded as soon thereafter as possible. If, for any reason, you are unable to enter this man in training within one month of the receipt of this approval, you should write this office, setting forth the reasons for the delay.

3. The authority to enter this man in training is given with the understanding that you have prima facie evidence showing that he has been discharged from the service of the United States under honorable conditions. We are endeavoring to establish the fact that this man was discharged under honorable conditions by means of a search of available records at the War or Navy Departments or the Bureau of War Risk Insurance. If we fail to establish this fact prior to the receipt of Form 107-Rev. (2), you will be promptly notified and will be asked to furnish a certified extract from this man's certificate of discharge for our files.

H. L. SMITH,
Chief, Division of Rehabilitation.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN, *Notary Public.*

My commission expires February 13, 1925.

D-2-15466.
R-2-57100.

AUGUST 25, 1919.

MR. GILBERT WRIGHT,
604 Ninth Avenue, New York, N. Y.

DEAR SIR: We have received notice from our central office that the course of training recommended for you has been approved. If you will call at our office, therefore, at your earliest convenience, we will give you the necessary authorization for beginning training at once, bring your certificate of discharge with you.

Very truly, yours,

S. E. FARWELL,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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SEPTEMBER 2, 1919.

I, Gilbert Wright, of 115 East Twenty-first Street, New York City, began a course in general commercial subjects at Merchants' and Bankers' School, 615 Madison Avenue, New York City, to begin September 3, 1919, and last one year unless otherwise ordered.

Please send compensation checks to me at 115 East Twenty-first Street, New York N. Y.

GILBERT E. WRIGHT.

Please sign and return to Federal Board for Vocational Education, 469 Fifth Avenue, the day you begin your course. This is important as your payments depend on our having this information promptly. Use the official envelope inclosed.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

[Federal Board for Vocational Education, Division of Rehabilitation. Form 107–Rev. (2). District office No. 2–15466. Central office No. 2–57100.]

NOTICE OF COMMENCEMENT OF COURSE.

SEPTEMBER 9, 1919.

Notice is hereby given that—

1. Name: Wright, Gilbert, 115 East Twenty-first Street, New York, N. Y.
2. Rank or rating: Private, Seven hundred and fifth Motor Transport Company.
3. Dependents: None. Affidavit forwarded, attached.
4. Commenced a course of vocational training in general commercial subjects. Approved by central office August 21.
5. At Merchants and Bankers School, 615 Madison Avenue, New York City.
6. On the 3d day of September, 1919, for a period of one year.
7. To terminate on the 3d day of September, 1920.
8. And during the period of training is entitled to receive under the vocational rehabilitation act, as amended, $80 per month.
9. Cost of instruction, $14 per month; cost of books and supplies, $15.

S. E. FARWELL,
District Vocational Officer.

Approved:

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
By UEL W. LAMKIN,
Chief, Division of Rehabilitation.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN, *Notary Public.*
My commission expires February 13, 1925.

SEPTEMBER 30, 1919.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
469 Fifth Avenue, New York City.

DEAR SIR: I have been in training at the Merchants and Bankers Business School since September 3, 1919, but wish to advise that it is my desire to discontinue my course of training. I do not desire a commercial course or any other form of training at this time, because of my physical condition. I find that I am unable to concentrate.

I should like to reserve the right to have my case reopened should my physical condition become such as to enable me to resume training.

Very truly, yours,

GILBERT WRIGHT (No. 15466).

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN, *Notary Public.*
My commission expires February 13, 1925.

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FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION,
January 7, 1920.

FARWELL,
Federal Board Vocational Education, New York City:
Rush transfer file Gilbert Edward Wright. Man here.

MAGEE.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN,
Notary.

My commission expires February 13, 1925.

Here is the case of John S. Bertsch, who is the other man who has heart trouble. There is some difference in their heart disability, just what, the doctors know but I do not. At the time of enlistment he was an inspector of auto-motor parts for a part of a year. For two years he had been in the electrical construction power house with the General Electric Co. For two and a half years before that he had been with the Seneca Iron & Steel Corporation, and for half a year before that he had been with the Electric Construction Co., working on inside work. The occupation during his convalescence was wireless operating at Oswego Hospital. The occupational preference was radio training. The reasons had been, studying this in the hospital and also acting as operator in the service. The second preference is switchboard operator, etc.

The man was placed in training and was sent out not as a wireless operator on a ship but on a ship with a wireless operator. At the completion of his training, recommendation was made that he be given a land job.

The CHAIRMAN. In the case of Bertsch, his preparation was more adapted to following up radio work than in the case of Wright?

Mr. LAMKIN. Yes.

The CHAIRMAN. It is very apparent.

Mr. LAMKIN. That was the reason why Bertsch was told "yes" and Wright was told "no."

The CHAIRMAN. They both suffer from the same disability?

Mr. LAMKIN. Yes; a similar disability, but their industrial life was different. As I say, there was some difference in their disability. Just what it is, it takes a doctor to determine.

(The papers in the case of John S. Bertsch are as follows:)

FEDERAL BOARD FOR VOCATIONAL EDUCATION—INDIVIDUAL SURVEY AND RECORD.

Name, Bertsch, John S., 35984; home address, 84 Doyle Avenue, Buffalo, N. Y.; enlisted October 12, 1917; place, Buffalo, N. Y.; discharged June 16, 1919; place, Fort Ontario; rank, private; organization, Fifth Balloon, Air Service; D. V. O. No. 20775; source, B. Gen. Hosp.; date of birth, June 9, 1887; race, white; birthplace, U. S. A., Buffalo, N. Y.

2. Father's name, deceased; occupation, carpenter.

3. Next of kin's or nearest friend's name, William Bertsch, brother, 84 Doyle Avenue, Buffalo, N. Y.; no allotment; $10,000 insurance.

4. Dependents, none.

5. Education, grade completed, eighth grade; speaks English, yes; writes English, yes; academic degree, no; college, no; professional or technical school, evening course, three-months' term, Buffalo Technical High School; other education (foreign languages, etc.), none.

6. Disability, nature of injury or illness, heart disease, nephritis; date of occurrence, October 13, 1918; place, Argonne Sector; time in hospital, 34

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weeks; present condition, feels fairly good while quiet; nature of permanent disability, see Med. B.

7. W. R. I. data, compensation claim filed about June 14, 1919.
8. Vocational medical data, examined ———, 19—.
9. Vocational survey, date July 10, 1919.

Occupation.	Industry.	Time.	Wages.	
			Amount.	Per—
At time of enlistment, inspector auto-motor parts.	Auto motive.....	4 months.....	$25	Week.
Other occupation, General Electric Co., electrical construction, power house.	Electrician.....	2 years.....	35	Do.
Other occupation, Seneca Iron & Steel Corporation (electrical maintenance).	.....do.....	2½ years.....	24	Do.
Other occupation, Stone & Webster, electrical construction, inside.	.....	6 months.....	26	Do.

United States Marine Corps 1905–1909.

Occupation while in military service, private, Balloon Corps; occupation since discharge, no employment; last employer, Pierce Arrow Motor Corporation; address, Elmwood Avenue, Buffalo, N. Y.; other employer, General Electric Co.; address, Buffalo branch; training during convalescence, wireless operating at Oswego Hospital; occupational preference, radio training; reason, has been studying this in hospital, and also acted as operator in service; second preference, switchboard operator, substation or power house; remarks on man's preferences, these follow along lines of man's previous experience and is wholly within his physical condition and ability; occupation recommended, training for radio operator; industry, marine; reasons, needs work with minimum of activity and even temperatures; position available after training, limited training needed; industry, marine; place, training wherever necessary for complete training; prospects of employment, good, in merchant marine; fond of outdoor sports, walking, swimming, etc.; does not smoke or drink; has studied electrical appliances much and is interested.

10. Training recommended by vocational advisor, radio operator; man's condition will not permit him to do active electrical construction work, but he could easily do this if given a little more training, as man was acting as radio man in service.
11. Method of training recommended by supervisor training, ———.
12. Case board action: Date, ———, 19—.
13. Action by head office, ———.
14. Training, ———.
15. Placement data, ———.
16. Retraining after placement, ———.
17. Personal interviews: Date, July 10; officer, V. A.; report, Buffalo office.

For signatures of officers making this report: Sections 1, 2, 3, 4, 5, 6, 7, 9, 10, 17; filled by T. C. Knight; title, V. A.

Bertsch desires to be trained at Marconi Institute, New York City, or at some other school competent to give thorough training; is anxious to get into training as soon as discharged from Buffalo General Hospital, probably about July 20. This man ought to be trained and set to work at once, as he is becoming a chronic hospital boarder, but if started back to active life would become self-supporting, I believe.

T. C. KNIGHT, V. A.

The next man who testified was Dan Edwards. I said there is not a man who has come before the committee whose physical condition is as bad as Dan Edwards's physical condition is.

The CHAIRMAN. As I recall, he is drawing something like $157.

Mr. LAMKIN. No: he is drawing $128.75 now. This man was surveyed January 31, 1917, by Mr. U. G. Smith. He gives Waco, Tex., as his home address. One of the men whom I have asked you to call is this same U. G. Smith.

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The CHAIRMAN. He is in the city?

Mr. LAMKIN. He is in the city. He has a boy overseas now in the "grave registration" service who was overseas during the entire war. He is a man 55 years old and you can tell he is about 55 because he is named "Ulysses Grant." This man was surveyed January 31, 1919. The survey shows that he was a barber five years prior to his enlistment in the Army. While convalescing in the hospital he took a commercial course. The preference given was concurred in by the advisor and later he was recommended for a business course at the Packard Commercial School in New York City, to prepare him for the occupation of an accountant. The New York office received a letter from him dated Bruceville, Tex., February 26, and of that I am filing a certified copy.

On March 13, 1919, he wired the New York office referring to his letter and asking for transportation with which to pay his fare to New York. The Dallas office wrote him on March 14 addressing the letter to Waco, Tex., shown in the survey to be the home address of the man, inquiring as to his health and requesting that he take up the matter of training with them. On March 15—the man had wired to them on the 13th—on March 15, the New York office wrote inclosing a copy of the telegram received from Edwards in which it was indicated that Edwards wanted to take a course in Columbia University and advising the Dallas office that in view of the man's education and his commercial experience that he should be advised to take a preparatory education in Texas which he could get there just as well as in New York. A certified copy is submitted. On March 15, 1919, the New York office wired to Edwards that his case had been transferred to Dallas and directing that he consult with the office there. The telegram sent by the New York office on the 15th was not delivered because the address was not known. The central office approved the commercial course for Edwards on April 4, 1919, by wire. In a letter of April 23, Mr. Griffin, the district vocational officer in New York, advised that in special cases the board was ready to assume extra expense for tutorial instruction, if necessary.

In a letter of May 7, 1919, the district officer in New York wrote to the Bureau of War Risk asking assistance in securing medical treatment for Edwards. The first intimation they had that the man's course in commercial subjects was not satisfactory to him was in a letter from the assistant to the director of the Columbia University, dated September 26, 1919, recommending that he be allowed to take the course in English and short-story writing at Columbia University. On October 1, 1919, he entered Columbia University for this course. The statement was made that Daniels was entitled to more money than the Government allowed him and he could not live on what he was getting. We got the Elks' Fund to give him an extra $20 a month. It also was stated that on account of his disability, which was a loss of sight of one eye and a loss of an arm and a loss of a leg, that he was entitled to permanent disability. Edwards came down here and I got our representative at the bureau to take a personal interest in the matter and put it up to the bureau. I was very much astounded when told that he had not lost a leg. I think probably he is suffering as great a disability because of a loss of a kneecap, and a careful reading of Mr. Edwards's testimony will

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show that his kneecap was broken or shot off and not his leg. This leaves his leg stiff. The bureau did rate him as permanently totally disabled and gave him $100 per month compensation. They not only did that, but he was carrying $5,000 of insurance, and my recollection is—I have not verified it, but my recollection is that we helped to get his insurance reinstated. Certainly we helped to bring the matter to the attention of the bureau, so that he was awarded the full payment on the basis of $5,000, which was $28.75. Here is a copy of a letter of Edwards dated February 26, 1919, addressed to Mr. U. G. Smith:

BRUCEVILLE, TEX., *February 26, 1919.*

MR. U. GRANT SMITH,
Federal Board for Vocational Education,
New York City.

DEAR SIR: I being one of the discharged soldiers and after having a talking with you I arranged for you to send me transportation to come back to school at Columbia, and I am glad to say that I am ready as soon as you send it to me.

I was discharged the 17th of February and did not get enough pay to start me out and have the money to come back on, I am well proud to say, and very willing to start to school.

I am at my cousins just at present, and you can reach me at the above address. I had a nice talk with you and found that you would treat me nice as to that matter.

I spoke about you sending me the ticket to return on, and I am in a big hurry to return as I have not got any money to come only as soon as possible if you will do so.

My records were sent to you from Washington, D. C., and I sure do not want to miss the opportunity of your deal as you told me.

I will be here till your transportation reaches me. After thanking you for your nice way of taking my circumstances, I will close, hoping to get the ticket as soon as possible.

Very sincerely, yours,

PVT. DANIEL R. EDWARDS,
Discharged Soldier.

Send mail in care of the above address.
Serial No. 106546.
P. S.—I am a soldier of the A. E. F. and lost an arm and severe wound in the leg.
I certify this is a true copy.
[SEAL.]

MARY E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

Here is his wire and the replies of the office. Here is the survey in which he states here that at the time of enlistment he was a barber, learning the trade of barber, and was training during convalescence for bookkeeping and typewriting and expressed a preference for a business course of salesmanship and a preference for business methods of selling.

The second survey which was made of him at Walter Reed Hospital, he was sent to the Walter Reed Hospital to be discharged. The original survey was made by U. G. Smith. His occupational preference is commercial course in bookkeeping, and the additional reason stated, has studied along that line. The comment made by Mr. Smith may be stated:

I first interviewed this young man several weeks ago on ferryboat returning from Ellis Island. He was to call the following day, but informs me that he was transferred to Walter Reed Hospital on that day. He is about to be discharged and as he desires to take training in this city and having met me he called at this office to be surveyed. He will inform vocational officer at Walter

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Reed of this survey. When discharged he will inform us so that action can be taken regarding his training. This young man is bright, showing plainly that he has done considerable study at home. Would certainly be a misfit as a barber: will make a success in the commercial world and I have no doubt but what he will in a short time qualify as an accountant. As stated above he desires training in this city—has many desirable friends here and thinks that the training received here will be more thorough and efficient than he could receive in Texas.

Mr. ROBSION. He was the young man who complained because he did not get story writing and newspaper correspondence?

Mr. LAMKIN. Yes, sir. Here is a letter of September 26, 1919, reading as follows:

COLUMBIA UNIVERSITY,
New York, N. Y., September 26, 1919.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
New York, N. Y.

GENTLEMEN: I have to-day interviewed Mr. Daniel Edwards, who desires to study with us courses in English and short-story writing. After talking with him carefully and after having him interview the instructor in short-story writing, I find that the best plan which we can recommend is that Mr. Edwards continue his work in the Packer Collegiate Institute and take with us one course in short-story writing, coming on Monday afternoons at 3.10, and one course in English composition, planned especially for writers of short stories, coming on Monday and Thursday afternoons at 1.30 or 4.30. These will give Mr. Edwards the training in fiction writing which he desires, and which he has enough talent to profit by, and will at the same time allow him to continue his commercial studies elsewhere. If it is practical in view of the policy of the board to allow Mr. Edwards to continue in both institutions, I strongly advise such a procedure; but if it develops that Mr. Edwards's health is not able to stand the strain of such work, or if from your point of view you wish him to study in only one institution, I suggest, from what I know of his ability, that he be allowed to continue his English courses with us and drop the commercial subjects.

Sincerely, yours,

FRANK ALLEN PATTERSON,
Assistant to the Director.

I certify that this is a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

That was the 26th of September, 1919, and on the 1st day of October, 1919, Mr. Edwards was given a course in short-story writing at Columbia University.

The CHAIRMAN. Suppose you had permitted him to study at two colleges, would that have doubled the tuition?

Mr. LAMKIN. Probably it would have doubled the tuition. But these commercial schools, as you know, charge for "courses," and as far as Dan Edwards was concerned there was no question about the tuition or the rate of pay.

The CHAIRMAN. But was it the policy of the board to permit a boy to go to two institutions?

Mr. LAMKIN. If he could not get everything that he needed in one, he could go to two and get what he wanted.

The CHAIRMAN. In that case, would you pay the double tuition?

Mr. LAMKIN. Pay the tuition in the schools where he was, but, of course, they would have to follow the course in each one of the schools. For instance, if he entered a college or an institution that gave both courses, we would expect him to get all his training there.

The CHAIRMAN. There is no uniformity in tuition, anyway. In some universities it is more than in others.

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Mr. LAMKIN. There is no uniformity in tuition.

The CHAIRMAN. It strikes me that would be rather unusual to let a man study in two institutions, and it would double the expense to the board if he did. There ought to be a very good reason.

Mr. LAMKIN. I think so. He was refunded his transportation from Texas, but not all of it. The amount which was deducted was the amount that could not be paid under Government regulations.

The CHAIRMAN. He complained, I recall, now that you mention it, that he did not get it.

Mr. LAMKIN. I think it was $121, and he was paid $105; something like that. I think in the amounts allowed there was probably not enough for meals and lodging, and not enough for a man who is traveling in Edwards's condition. That is set forth by the Treasury regulations covering the expense that we could pay. We can not pay more than the regulations allow.

Mr. ROBSION. Does the Treasury require you to frame regulations on that?

Mr. LAMKIN. Yes, sir; and to follow them until they are changed. The regulations provided that we could allow $1.50 lodging and 50 cents for a meal. That was a year ago.

The CHAIRMAN. Let me correct the figures. He says, I think I have stated, $131.30 on the vouchers, and I received $106.

Mr. LAMKIN. $25 difference. I do not remember just what it was. We paid him all that we could pay him under the Treasury regulations. I think originally the amount made out was what we allowed for a meal and for a lodging. The board fixed the amount allowed, and no more could be paid than this regulation which we had filed with the Treasury Department allowed. The amount may have been too small, but it was fixed and more could not be paid.

(Additional data submitted for the record follow:)

FEDERAL BOARD FOR VOCATIONAL EDUCATION—INDIVIDUAL SURVEY AND RECORD.

1. Name: Edwards, Daniel R.; present address, Walter Reed Hospital; home address, Alvin, Tex., care of U. Grant Smith, Federal Board, 280 Broadway, New York City; enlisted April 6, 1917; place, Waco, Tex.; rank, private; organization, Company C, Third Machine Gun Battalion, First Division; date of birth, April 9, 1897; race, white; birthplace, Mooresville, Tex.

2. Father's name: Jefferson D. Edwards, deceased; occupation, barber and bookkeeper.

3. Next of kin's, or nearest friend's, name: Elizabeth Edwards Chaney, Alvin, Tex.

4. Dependents: Is there a dependent wife? No; number of dependent children, None.

5. Education: Grade completed, eighth; speaks English? Yes; writes English? Yes.

6. Disability: Nature of injury or illness, amputation arm, right, lower third; date of occurrence, July 19, 1918; place, Soissons, France; time in hospital seven months; present condition, good; nature of permanent disability, permanently incapacitated by reason of loss of member in line of duty, 60 per cent.

7. W. R. I. data: Compensation claim filed ———, 19—; base pay last month of service, $30.

8. Vocational medical data: Examined C. D. D.; can man resume former occupation? No; when can he begin training? Any time; artificial appliances being worn? Yes; artificial appliances needed, none; type of vocation indicated, salesmanship; will man need special consideration from employers (short hours, rest periods, etc.)? No; percentage of vocational efficiency, 80; memoranda, In line of duty; major handicap.

Approved for training.

W. J. D.

9. Vocational survey: February 12, 1919.

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Occupation.	Years.	Wages per month.
At time of enlistment, barber	5	$80
Principal civil employment, learning trade as barber	2	.....
Other occupation, school	.....	.....

Training during convalescence, bookkeeping, salesmanship, typewriting, multigraphing; occupational preference, business course and salesmanship. Can not return to old trade, and always wanted to study business methods and selling; remarks on man's preference, a complete course in business methods and selling will enable this man to successfully carry on course in business and salesmanship; reason, this man has many of the necessary qualifications of a good salesman and with training he will develop into a high-class man; personality right.

Memoranda (recreations, hobbies, habits, manners, intelligence, etc.): Baseball, fish, hunt, newspapers, books, smoke, average to very sociable, even-tempered, optimistic, healthy, neat, honest, independent, pleasant, steady, above the average intelligence.

10. Training recommended by vocational advisor: Business course and salesmanship, complete, Columbia College, New York City; necessary preliminary business course to enable him to intelligently pursue a satisfactory course in salesmanship.

11. Method of training recommended by supervisor training: Character of training, ———.

12. Case Board action: Date, ———, 19—.

DANIEL R. EDWARDS, *Disabled Man.*

13. Action by head office: Course approved, disapproved ———, 19—.

14. Training: Course in ———.

15. Placement data: ———.

16. Retraining after placement: Memoranda ———.

17. Personal interviews: Date, February 12, 1919; officer, Furman.

For signatures of officers making this report: Section 10, filled by Furman; section 8, filled by Miller J. Dunn, M. D.

FEDERAL BOARD FOR VOCATIONAL EDUCATION—INDIVIDUAL SURVEY AND RECORD.

1. Name, Edwards, Daniel R.; present address, Walter Reed Hospital; home address, Waco, Tex. (expects to stay in New York, 715 East Twenty-first Street, New York City); enlisted April 6, 1917; place, Waco, Tex.; discharged, February 17, 1919; place, Walter Reed; rank, private; organization, Company C, Third Machine Gun Battalion; D. V. O. No. 2-4975; source, Ellis Island; date of birth, April 9, 1897; race, white; birthplace, Texas.

2. Father's name, Jefferson Dudley Edwards; occupation, bookkeeper; dead.

3. Next of kin or nearest friend, Elizabeth Chaney (sister); address, Grand Prairie, Tex.

4. Dependents, none.

5. Education, grade completed, eighth. Speaks English? Yes. Writes English? Yes. Academic degree, none; college, none; professional or technical school, none; correspondence or evening courses taken, none; other education (foreign languages, etc.), none.

6. Disability, nature of illness, loss, right arm upper third; thigh separated from lower left leg, fractured above and below knee; date of occurrence, July 19, 1918; place, Soissons, France; time in hospital, since July 19; present condition, improving; nature of permanent disability, as above.

7. W. R. I. data: Compensation claim filed March 24, 1919.

8. Vocational medical data: * * *

9. Vocational survey, January 31, 1919: Occupation at time of enlistment, barber; years, 5; wages, $80 per month; occupation while in military service, none; occupation since discharge, none; last employer, worked for father, who has died since son enlisted; other employer, none; training during convalescence, commercial course; occupational preference, commercial course, including advanced bookkeeping and typewriting; reason, has studied considerably along

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that line; remarks on man's preferences, excellent; occupation recommended, commercial course, bookkeeping, and typewriting; reasons, above average in appearance and personality, former occupation does not in any way give idea of man's qualifications; memoranda (recreations, hobbies, habits, manners, intelligence, etc., Daniel R. Edwards; smokes, reading books on education, especially business efficiency, robust young man, gives impression of college graduate instead of grammar school; neat, gentlemanly; active mind; will certainly make good despite physical defects.

10. Training recommended by vocational advisor, English, commercial course, including advanced bookkeeping and typewriting.

11. Method of training recommended by supervisor training: Character of training, business course to prepare man to follow the occupation of accountant; place of training, Packard Commercial School, Texas Avenue and Thirty-fifth Street, New York City; estimated duration of training, 12 months; tuition, $19 per month; total tuition for course, $228; other estimated costs, $20 per month.

ARTHUR W. GRIFFIN,
District Vocational Officer.
C. S. MENMONS, M. D.
Medical Officer.
HOWARD R. WARD
Acting Major.

For signatures of officers making this report: Sections 1-6, 9 and 10, filled by U. G. Smith, S. A.; ———, S. A.

CHILTON, TEX., *March 13, 1919.*

U. GRANT SMITH,
Federal Board for Vocational Education, 280 Broadway, New York City:

Have written you for transportation to return to New York to school. Am anxious to know whether you have started it or expect to; wire me at my expense. Disabled and discharged soldier.

Pvt. DANIEL R. EDWARDS.

I certify that this is a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

DALLAS, TEX., *March 14, 1919.*

Mr. DANIEL R. EDWARDS,
Waco, Tex.

DEAR SIR: You were recently interviewed by a representative of the Federal Board for Vocational Education at Walter Reed Hospital. You gave your home address as Waco, Tex., and we are writing to you there. We wish to inquire if you have returned to your home and how you are getting along? It seemed at the time you talked to Mr. Smith that you might possibly stay in the East. Please let me know if you have returned to Texas, and we will be glad to take up with you the matter of training.

Yours, very truly,

W. F. DOUGHTY.
District Vocational Officer.

I certify that this is a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

NEW YORK, *March 15, 1919.*

From: Acting D. V. O., district No. 2, New York City.
To: Acting D. V. O., district No. 14, Dallas, Tex.
Re: Daniel R. Edwards, 2-4975.

1. We are in receipt of the inclosed telegram and letter from Daniel R. Edwards, of Waco, Tex., our number 2-4975. You will notice from this that Mr. Edwards wishes to take a course in Columbia University, which would,

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naturally, require the return of this case to us. However, the letter which he sent does not indicate a degree of education which would entitle him to admission to Columbia. He has only an eighth-grade education and has been a barber all of his commercial life. We would surely advise that he get more preparatory education before he attempts to enter Columbia University, which he could undoubtedly get at least as well in Texas as he could here.

Yours, very truly,

ARTHUR W. GRIFFIN, *Acting D. V. O.*

I certify that this is a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

[Telegram.]

NEW YORK, *March 15, 1919.*

Mr. DANIEL R. EDWARDS, *Waco, Tex.*

Your case transferred to our office, Dallas, Tex. Please consult them.

ARTHUR W. GRIFFIN.

I certify that this is a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

DALLAS, TEX., *April 3, 1919.*

Mr. DANIEL R. EDWARDS,
Care of T. R. Denard & Son, R. F. D. 1, Bruceville, Tex.

DEAR SIR: We are in receipt of a letter from our New York office with reference to your case, in which they inclosed your letter of February 26 and your telegram of March 13 which you sent them in regard to your return to New York City to take up a course at Columbia University.

After going over your case and letter from the New York office, we would say that your previous education would not permit your entrance into Columbia University. It would be necessary for you to take several years' training before this would be possible.

We note that the vocational adviser who interviewed you recommended that you be given a commercial course, including bookkeeping and typewriting. You, of course, understand that it is the policy of the Federal board to train men in the district nearest their home town. We therefore suggest that you take this training, as was recommended by the vocational adviser in New York, at some commercial school in Texas. This would avoid additional expense of transporting you back and forth to New York, and at the same time would give you the training necessary to fit you for this commercial work. If this arrangement is satisfactory to you, kindly write us indicating your willingness to take such training.

Also ask that you advise us if you have made application for compensation through the Bureau of War Risk Insurance. If not, we know it is necessary that you be awarded this compensation before final arrangements can be made for your course of training.

Yours, very truly,

W. F. DOUGHTY,
District Vocational Officer.

I certify that this is a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

APRIL 23, 1919.

Mr. DANIEL R. EDWARDS,
151 West Forty-seventh Street, New York City.

DEAR SIR: Confirming Mr. Noyes's telephone conversation of the 21st instant, it appears that you have received three checks from the Elks' fund, one for $25

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and two for $40, the latter of which was to replace the first one for $40, which was lost. If you have difficulty in keeping up with your classes please speak frankly to Mr. Horton about it, and special arrangements for assistance will be made.

Very truly, yours,

ARTHUR W. GRIFFIN,
Acting D. V. O.

I certify that this is a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

APRIL 23, 1919.

Mr. BYRON HORTON,
Director Packard Commercial School, New York City.

DEAR SIR: Confirming Mr. Noyes's conversation with you on the 21st instant regarding Messrs. Rivat, Edwards, and Leddy, we should like to have it definitely understood that men who can not readily carry on their work in the school for any reason shall be assisted so far as is feasible by your instructors. If necessary, it may be advisable to diminish the amount of work given in some subjects in order to facilitate their progress in others. In especial cases the board is ready to assume extra expense for tutorial instruction, but this should be only after consultation with some responsible member of the board.

Yours, very truly,

ARTHUR W. GRIFFIN,
Acting D. V. O.

I certify that this is a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

NEW YORK CITY, *May 7, 1919.*

Dr. SMITH,
Bureau of War Risk Insurance, 280 Broadway, New York City.

DEAR SIR: 1. Mr. Daniel Edwards, a disabled soldier, has been taking training under the Federal board, and he requests our assistance in securing for himself medical treatment for an abscess in the ear. This trouble, he claims, was incurred while in service, and we are therefore referring him to you.

Very truly, yours,

A. W. GRIFFIN,
Acting D. V. O.

I certify that this is a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

The next man that appeared was Mr. Pinckney C. Rollins.

The CHAIRMAN. That is the Botanic Garden man?

Mr. LAMKIN. Yes. His chief complaint, I understand, was that his training was delayed from July 5 to January, 1920. He was certified on June 18. He gave his occupational preference as landscape architect. Occupation at time of enlistment was telephone and telegraph lineman, which he had followed for several years, and the first medical examination in the field was November 10, in which they made a report—major permanent disability. The following notation appears on his medical examination:

The claimant is the picture of health. Disability from findings of clinical record.

That is by Dr. J. Burr Piggott.

On September 5, 1919, there is a letter to Mr. Rollins asking him to call at the Washington office for a conference. On September 9

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the Baltimore office asked the Washington office again to have Mr. Rollins call at this office. On the 13th they wrote Mr. Rollins, asking him to call. On the 15th they wrote to the central office here asking us to send a copy of his medical record.

Mr. ROBSION. Did he receive the letter?

Mr. LAMKIN. They were not returned, Mr. Robsion; that is the only reply I can make. The Baltimore office on October 18 wrote to the branch office here asking for Mr. Rollins's record. On October 24 the Washington branch office wrote to Mr. Rollins stating that they had a copy of his Army medical report, stating that he had 30 per cent disability, and—

Will you please give this matter your earliest attention and communicate, in order to get physical examination?

They replied also on that date to the Baltimore office, stating that they had their letter and had written him on the 13th of September and again on the 24th of October. On the 12th of November they wrote the Baltimore office again stating: "This is one of our old cases of 'major, permanent disability,' and the man has not shown up." On November 13 the Baltimore office again notified their training section that the man's permanent disability was chronic nephritis. Here is a copy from the War Risk file. Here is a copy of the approval of his training. On December 1 the Baltimore office wired the New York office, asking if Cornell University would accept Rollins for a course in landscape architecture. On December 2 they notified him that a year's training at Cornell was approved. On the 2d Farwell, D. V. O. at New York, wired the Baltimore office that the sourse of landslape architecture at Cornell did not begin until the second semester, commencing February 14.

The Baltimore office then notified Mr. Rollins that he could not be admitted until February 14, and asked him to submit whatever entrance credits he might have. On December 6, 1919, the Washington office here notified the Baltimore office Mr. Rollins desired to have the course at the New York Botanical Gardens, which was a briefer course, and one that he would be more able to finish than that given at Cornell. On December 9 the Baltimore office asked the New York office if we could put him in the Botanical Gardens. On the 20th, 1919, they advised Rollins to report to the New York office, and on the 5th of January, 1920, to go into training.

Here is the notice of entering training, not of the 5th but of the 19th of January:

FEDERAL BOARD FOR VOCATIONAL EDUCATION, DIVISION OF REHABILITATION, DISTRICT OFFICE NO. D-2-31154.

NOTICE OF COMMENCEMENT OF COURSE.

JANUARY 23, 1920.

Notice is hereby given that—

1. Name, Rollins, Pinkney E.;
2. Rank or rating, corporal; organization, 127th Infantry;
3. Dependents, to be submitted.

Commenced a course of vocational training under section 2 of the vocational-rehabilitation act—

4. In landscape art; approved by the central office November 26, 1919;

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5. At New York Botanical Gardens; placement, Bronx Park, New York, N. Y.;
6. On the 19th day of January, 1920, for a period of one year;
7. To terminate on the 31st day of January, 1921;
8. And during the period of training is entitled to receive under the vocational-rehabilitation act, as amended, $80 per month.
Copies to: Chief clerk, record clerk, Globe; tr. Dept. and files.

WILLIAM A. CLARK,
District Vocational Officer.

Approved:

FEDERAL BOARD FOR VOCATIONAL EDUCATION,

By _____
Chief, Division of Rehabilitation.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires Feb. 13, 1925.

INSTRUCTIONS.

1. Use this form for persons placed in training under section 2 of the vocational-rehabilitation act only.
2. Seven copies of this form shall be prepared in every case by the district office, the original and five carbon copies—duly signed by the district officer—shall be forwarded to central office and the remaining carbon shall be retained in the district office for its file.
3. In the upper right-hand corner, in space indicated, shall be placed the district office and central office file numbers.
4. On date line should appear the date upon which form is signed by district vocational officer and forwarded to central office.
5. *Line 1.*—Insert in directory style name of person commencing training, viz, surname, first name in full, middle name in full. Example: "Smith, John James."
6. *Line 2.*—Insert Army or Navy rank or rating, military organization, and Army or Navy serial number of person commencing training. Example: "Private, 5th Infantry, Co. L, No. 263785."
7. *Line 3.*—Insert name of dependents in directory style, followed by the relationship to the person commencing training, and the date upon which form entitled "Affidavit covering dependents" was forwarded to central office. Example: "Smith, Mrs. John J.," "Wife," "July 18"; "Smith, Maude L.," "Daughter," "July 18." In cases where the person commencing training has no dependents, the word "none" should be inserted in this space. In cases where he has dependents, and form entitled "Affidavit covering dependents" is submitted with this notice, the word "Attached" should be written in the third column. Where statement is not attached or has not been previously submitted, the word "To be submitted later" should be written in the column referred to.
8. *Line 4.*—State distinctly the character of course, using terminology employed by central office in approving course. Cases placed in training for courses including English and "try-out" courses in other lines must be accurately described. Date of letter from central office approving course must be inserted in space indicated. When cases are placed in training prior to central-office approval, insert the phrase "Prior to approval" in space.
9. *Line 5.*—Insert the name and address of institution, firm, or organization at which the training is being given, followed by "Inst.," "Job," "Correspondence," "Private tutor," etc., describing method of training. Example: "Miller's Business College, Washington, D. C.," "Inst.," "Remington Typewriter Co., Ilion, N. Y.," "Job." In cases of placement training, word "Job" must be followed by amount of monthly pay to be paid by employer.
10. *Line 6.*—Insert date upon which training is commenced and period of training approved by central office. Do not abbreviate. Example: "14th," "September," "1919," "Six months."
11. *Line 7.*—Insert date of termination of course. Do not abbreviate. The practice of allowing thirty days' probationary employment as part of the period of training has been discontinued. Courses terminate upon expiration of period

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approved by central office in all cases. If further training is necessary, the case should be taken up with central office for extension of course.

12. *Line 8.*—Insert monthly payments as prescribed by the vocational-rehabilitation act, as amended July 11, 1919. In cases where dependency is claimed and affidavit has not been previously forwarded and is not attached to this form, the amount shown must be $80.

13. *Line 9.*—Insert cost of carrying training to completion, itemized as indicated. Under the law the board is prohibited from incurring obligations in excess of its appropriation, and district officers are therefore admonished to exercise extreme care in furnishing this information.

14. This form must be signed in the space indicated by the district vocational officer, and must be transmitted to central office within three days after the commencement of course. Any subsequent change in status of case as reported hereon, including items of cost, must be reported promptly to central office on Form 107-A.

It was my understanding that Rollins was employed in Washington in the Treasury Department during that time.

(Additional data submitted for the record follow:)

SEPTEMBER 5, 1919.

From: District vocational officer, district No. 4.
To: Branch office, district No. 4, 606 F Street NW., Washington, D. C.
Re: Rollins, Pinkney C., 613 F Street NE., Washington, D. C.
Attention: Mr. F. M. Phillips.

DEAR SIR: We have received a letter from the chief requesting that we make contact with the above-named man, and have therefore written him asking that he call at your office for a conference.

In order to handle his case, it will be necessary for us to have medical report and a recent training recommendation.

Kindly give this matter your early attention.

Very truly, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

SEPTEMBER 5, 1919.

Mr. PINKNEY C. ROLLINS,
613 F Street NE., Washington, D. C.

DEAR SIR: We find that it is necessary in order to make recommendations for your training that you call at our Washington office, 606 F Street NW., for a conference with our representative there.

Kindly let us have your cooperation by giving this matter your immediate attention.

Very truly, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.

[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

BALTIMORE, MD., *September 9, 1919.*

From: District Vocational Officer, District No. 4.
To: Branch Office, District No. 4, 605 F Street NW., Washington, D. C.
Re: Pinkey, Clemont Rollins, 613 F Street NW., Washington, D. C.

DEAR SIR: We wrote you on September 5 asking you to get a recent medical record and make a training recommendation for this man, as the file does not contain either. Please examine your files and you will find a carbon of the papers sent in this case and you will see what we lack.

This is a good occasion to remind you that the cause of the delays on cases arising from that office are due to the fact that you do not send us the papers

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completely and we have to waste time writing for them. When a man comes to the office and is surveyed please ask all the men concerned to see to it that a correct copy of his discharge accompanies his survey and his medical report. Do not send Forms 525 nor 535, but make a true copy of the discharge on blank white paper if you have no official forms of Adjutant General's Office discharges.

Then it is necessary where the discharge is not an S. C. D. for us to have Form 213 from The Adjutant General's Department before we can pass on the case. This is necessary because we must have that to show that the disability was connected with some way in the service and man's discharge often does not show that.

Very truly, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

SEPTEMBER 13, 1919.

Mr. PINKNEY C. ROLLINS,
613 F Street NW., Washington, D. C.

DEAR SIR: You were in this office a few days ago asking about training at the hands of the Federal board. We have a request from the Baltimore office that we have you come in for a medical examination and for consultation with us in regard to a course of training.

You will please call at this office any afternoon between 2 p. m. and 4.30 p. m., excepting Saturday. Call for Mr. Greenleaf for an interview in regard to training and Dr. Piggott will give the examination in the office.

Very truly, yours,

F. M. PHILLIPS.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

SEPTEMBER 15, 1919.

From: F. M. Phillips, District No. 4, Branch Office, 606 F Street NW., City.
To: Chief Division of Rehabilitation.
Re: Rollins, Pinkney C., 613 F Street NW., Washington, D. C.

DEAR SIR: Will you please have Col. Crawford secure for us Form 213 on the above- named man?

Very truly, yours,

F. M. PHILLIPS.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

OCTOBER 18, 1918.

From: District vocational officer, district No. 4.
To: Branch Office, District No. 4, room 100, Federal Board Building, 200 New Jersey Avenue NW., Washington, D. C.
Re: Rollins, Pinkney C., 613 F Street NW., Washington, D. C.
Attention: Mr. F. M. Phillips.

DEAR SIR: On September 15 you wrote us that you had written the above-named man, asking him to call at your office in order that you might obtain the information which we asked for on September 9.

Kindly let us have a report on this letter at your earliest convenience, as the man's case is being held up pending the receipt of this information.

Very truly, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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OCTOBER 24, 1919.

Mr. PINKNEY C. ROLLINS.
613 F Street NW., Washington, D. C.

DEAR SIR: We asked you some time ago to call at this office for a physical examination. We have no record that you have done so.

A copy of your Army medical report gives you a 30 per cent disability in line of duty. This indicated that you are a training case and that the Federal Board ought to have you in training in some school.

Will you please give this matter your earliest attention, and visit us any afternoon between 2 and 4.30 in order to get a physical examination. We are now located in Room No. 100, at the Federal Board Building, 200 New Jersey Avenue NW.

Yours, very truly,

W. H. MAGEE,
District Vocational Officer.
By F. M. PHILLIPS,
Washington Branch Office.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

OCTOBER 24, 1919.

From: F. M. Phillips.
To: District vocational officer, district No. 4.
Re: Rollins, Pinkney C., 613 F Street NW., Washington, D. C.

DEAR SIR: We have your letter of October 18 asking for an answer to your letter of September 9, which wants a recent medical examination and a training recommendation. We understand that the man desires landscape gardening and drafting. We have written him on September 13 and again on the present date to come in for this examination. As soon as he does so we will give you a complete report.

Yours, very truly,

F. M. PHILLIPS.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

NOVEMBER 12, 1919.

From: W. J. Greenleaf, Washington Branch Office.
To: District Vocational Officer, Baltimore, Md.
Re: Rollins, Pinkney C., 613 F Street NE., Washington, D. C.

DEAR SIR: Here are forms 213 and Med. B on above man, also clinical record This is one of our old cases and is a major. Permanent. Request, landscape architecture.

Very truly, yours,

W. J. GREENLEAF.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

NOVEMBER 13, 1919.

Name, Rollins, Pinkney C. Address, 613 F Street, Washington, D. C. Organization, Company C, One hundred and twenty-seventh Infantry. Age, 38. Color, white; no dependents. Education, eighth grade. Physical disability, nephritis. Former occupation, telephone and telegraph lineman, nine years; landscape gardening, two years. Man's choice, landscape architecture. Man's reason, along my previous lines; light work. Advisor's recommendation, landscape architecture (landscape gardening and drafting). Remarks: Rush case; can take training anywhere; Cornell offers 18 courses in landscape art; probably this man can enter as a special student.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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Memorandum (File No. D 4–9263).

NOVEMBER 13, 1919.

From: Board of review.
To: Training section.
Re: Rollins, Pinkney C.

This case has been adjudged a major No. 1, special No. 1, entitled to section 2 training.

The man's disability, chronic nephritis, demands that he receive practically a sedentary occupation. His previous occupation of lineman for nine years will therefore be out of the question for the future.

Prior to following this previous occupation he had an opportunity to take up landscape gardening, which work appeals to him. We will therefore endeavor to capitalize the only other background in the man's experience and recommend that he be trained for the sedentary occupation of landscape architecture, being given the necessary course at an approved school.

BOARD OF REVIEW.
J. A. M.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

NOVEMBER 18, 1919.

(C–251259.)

From: W. J. Greenleaf.
To: District vocational officer, district No. 4.
Re: Rollins, Pinkney C., 613 F Street NW., Washington, D. C.

DEAR SIR: Inclosed is a copy of the war-risk medical report to file.

Yours, very truly,

W. J. GREENLEAF.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

[Federal Board for Vocational Education, Division of Rehabilitation, Washington, D. C.
S. No. 1268.]

(502–3; 503; 213; Med. Form B, Clinic Record, 82. D. 4–9263.)

From: Chief, Division of Rehabilitation.
To: District Vocational Office, No. 4, Baltimore, Md.
Subject: Rollins, Pinkney C., corporal, One hundred and twenty-seventh Infantry, 613 F Street NW., Washington, D. C.

1. I am directed to state that the recommendation that this man be given a course in landscape art at Cornell University is approved for a period of one year plus the additional number of days necessary to insure the termination of this course on the 15th, or end of the month, depending on the date first occurring. At the end of this period if further training is deemed necessary or advisable, recommendation to that effect should be submitted.

2. You are authorized to place this man in training immediately, submitting Form 107–Rev. (2) within three days of the date the man enters upon his training course. Statements in regard to dependents should accompany Form 107–Rev. (2), if available. If statements in regard to dependents have not been executed at the time the man enters his training course, the same should be forwarded as soon thereafter as possible. If, for any reason, you are unable to enter this man in training within one month of the receipt of this approval, you should write this office, setting forth the reasons for the delay.

UEL W. LAMKIN,
Chief Division of Rehabilitation.
HOLLOWAY, *C. O. C. B.*

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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[Official night telegram. D-4-9263.]

DECEMBER 1, 1919.

FARWELL,
Federal Board Vocation Education, New York:

Will Cornell accept Pinkney Rollins as special student for landscape architecture?—Education, two years agricultural college.

MAGEE.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN.
Notary Public.

My commission expires February 13, 1925.

DECEMBER 2, 1919.

Mr. PINKNEY E. ROLLINS,
613 F Street NW., Washington, D. C.

DEAR SIR: We wish to inform you that a one-year course in landscape architecture at Cornell University has been approved for you.

A single man, without dependents, receives $80 per month training pay from the Federal board for living expenses while in training. All costs of tuition, books, supplies, and transportation to the school and for the return on completion of course will also be paid by the Federal board.

Before we are authorized to enter you in training, it will be necessary for you to furnish this office with two certified copies of your certificate of discharge.

We have taken up the matter with district office No. 2, as to whether Cornell can accept you at this time for the above course, and as soon as we hear from that office we will advise you further.

Very truly, yours,

W. H. MAGEE.
District Vocational Officer.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

[Telegram.]

NEW YORK, N. Y., *December 2, 1919.*

FEDERAL BOARD VOCATIONAL EDUCATION,
Lexington, Building, Baltimore, Md.:

Retel Pinkney Rollins. Course landscape architecture Cornell not available before second semester, February 14. Details education and length course approved.

FARWELL, *Federal Board.*

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

JANUARY 20, 1920.

Mr. PINKNEY E. ROLLINS,
New York Botanical Gardens, New York City.

DEAR SIR: In order that we may avoid all possible delay in obtaining your training pay, you are requested to fill out inclosed Form 544 and mail it to this office at once.

If your answer to question No. 1 is "yes," it is necessary to answer all the questions on the form and execute the first affidavit. Your dependents must execute the second affidavit. Affidavits must be executed before a notary public with seal.

If your answer to question No. 1 is "no," is will only be necessary for you to sign your name on line reading "Signature of applicant," following question No. 7.

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It should be remembered that until this form is filled out and returned to this office we will not be able to forward your training pay to you. Therefore, this matter should receive prompt attention.

We inclose herewith envelope for your reply, which will require no postage.

Yours, very truly,

DISTRICT VOCATIONAL OFFICER.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

DECEMBER 3, 1919.

Man notified of approval December 2, 1919.

LYNN.

DECEMBER 4, 1919.

Awaiting reply from man; also credentials of college work.

LYNN.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

DECEMBER 3, 1919.

Mr. PINKNEY E. ROLLINS,
613 F Street NW., Washington, D. C.

DEAR SIR: In connection with our letter of yesterday, we beg to state that we are in receipt of a wire from district No. 2, stating that Cornell University will not accept any men until the second semester, which begins February 14, 1920.

We have been requested to submit details regarding your education, and if you have any credentials of your high-school or college work, please forward them to us by return mail, in order that we may furnish district No. 2 with a complete statement, which is necessary to determine whether Cornell University can accept you for a course in landscape architecture.

Very truly, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

DECEMBER 6, 1919.

From: W. J. Greenleaf.
To: District vocational officer, district No. 4.
Re: Rollins, Pinckney C.

DEAR SIR: Attached hereto are two copies of discharge of Mr. Rollins. The man called at the office to-day bringing with him the two letters sent from your office in Baltimore, one requesting the attached papers and the other stating that his course had been approved for landscape architecture at Cornell University.

Mr. Rollins desires to have this course at the New York Botanical Gardens, which is a briefer course and one which he will be more able to finish than that given at Cornell. If possible, kindly change this course for him at once, so that this man may be entered in training by January 1 without fail.

This man has been in this office constantly since the middle of the summer and delays have occurred again and again in his case, which we have been unable to help. An early reply will be appreciated.

Very truly, yours,

W. J. GREENLEAF.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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DECEMBER 9, 1919.

From: District vocational officer, district office No. 4.
To: District vocational officer, district office No. 2.
Re: Rollins, Pinkney C., 613 F Street, NW., Washington, D. C.

DEAR SIR: This will acknowledge receipt of your wire of the 2d, and your letter of the 3d instant, regarding a course in landscape architecture at the Cornell University, for the above-named man.

We have since learned that Mr. Rollins desires to take his training at the New York Botanical Gardens, beginning January 1, 1920. He has been approved for one year of a two-year course.

The following information is submitted:

Age: Thirty-eight.

Race: White.

Education: Eighth grade; two years at Maryland State Agricultural College.

Experience: Telephone and telegraph lineman nine years; landscape gardening two years.

Disability: Kidney trouble.

Will you kindly inform this office if we may send him for his training at the New York Botanical Gardens. He is anxious to begin his training on January 1, without fail.

An early reply in regard to this matter will be greatly appreciated.

Very truly, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN, *Notary Public.*
My commission expires February 13, 1925.

DECEMBER 19, 1919.

FARWELL,
Federal Board Vocational Education,
New York:

Can you reply to our letter December 9, Pinkney Rollins, approved landscape architecture New York Botanical Gardens?

MAGEE.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

[Telegram.]

NEW YORK, *December 20, 1919.*

DISTRICT VOCATIONAL OFFICER,
Federal Board for Education,
660 Lexington Building, Baltimore, Md.

Advise Rollins Pinkney report. New York office. January 5, 1920, in re training botanical gardens.

FARWELL.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

DECEMBER 23 ,1919.

Mr. PINKNEY C. ROLLINS,
613 F Street NW., Washington, D. C.

DEAR SIR: With reference to our previous correspondence concerning your training under the Federal Board, we are pleased to advise you that we have now completed arrangements with our New York branch office for your enrollment at the New York botanical gardens. We have just received instructions to have

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you report to district No. 2 office of the Federal Board, 469 Fifth Avenue, New York City, on January 5, 1920.

We are, therefore, inclosing travel order and transportation request to be exchanged for a ticket to New York; also a letter of introduction to our branch office.

We trust you will be able to report in New York on the date specified.

Very truly, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

Now, I think you will want to know something about the statement about the Bronx Botanical Gardens, will you not?

The CHAIRMAN. Before you go to that, Mr. Lamkin, I am impressed in the case of Rollings that there was an immense amount of expense in finally locating him and getting him entered. The number of letters that you have in that case is quite unusual.

Mr. LAMKIN. Yes, sir; I think it is. Here is the thing about that that I want you to remember, about these Washington cases. The district office is in Baltimore and has definite control over Washington. We have a branch office here at 1410 Pennsylvania Avenue that handles the cases in this vicinity, and the number of letters that passed between the Baltimore office and the branch office were as a result of the system. They had a man with a major disability from whom they could get no reply, and the branch office had not acted; consequently the Baltimore office kept coming back at the branch office, "Why don't you get in touch with this man? Why don't you get in touch with this man?" The branch office kept writing out to Rollings and we have no record of his calling at the branch office as requested.

The CHAIRMAN. That was due to the defective organization, was it not, that the branch office was not close enough to the district office?

Mr. LAMKIN. Well, the district office would write to the branch office to get in touch with the men, and not having a reply on it I don't know what else they could do except to follow him up.

The CHAIRMAN. Do you recall what lapse of time in that Rollings case there was?

Mr. LAMKIN. From the time he was first surveyed until he went into training? The man was first surveyed on the 18th of June. The first dated medical information in the file is the 10th of November; the first letter that we have is the 5th of September from the district office in Baltimore to Mr. Rollings, asking him to call at the Washington office for a conference, requesting immediate attention. It took them from the 5th of September until the 10th of November to get him to come into the district office in Washington.

Mr. TOWNER. Right there, Mr. Lamkin—now, in the meantime, was Mr. Rollings in the service of the Government, in the Treasury Department?

Mr. LAMKIN. Yes, sir; he was employed in the Treasury Department, it seems.

The CHAIRMAN. It might have been his own fault.

Mr. LAMKIN. It might be. I want it understood I am not excusing all these delays; I am giving reason for them.

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The CHAIRMAN. It appears to me that in this case there was delay.

Mr. LAMKIN. I think there was. I think it was partly his fault.

Mr. TOWNER. If there was no answer to the letters and none of the letters were returned, that would indicate, of course, that he had received these letters and did not care to appear.

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. In response to them?

Mr. LAMKIN. The letters were not returned; they are all sent out with our return address in the corner and the man was in the Treasury Department.

Mr. TOWNER. Is there anything in the record at all to indicate that the branch office here in Washington had any knowledge that he was in the Treasury Department?

Mr. LAMKIN. I do not find it. I thought once I would submit all these folders for the record, but if I should you would not read them.

Mr. TOWNER. No; they would uselessly encumber the record.

Mr. LAMKIN. I do not want to do that.

Mr. TOWNER. I was thinking this: What do you say with regard to this proposition? Of course the branch office in Baltimore had his address; did the address itself indicate that he was—well, the address itself would of course indicate that he was in Washington?

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. Would it not have been possible for the branch office here to have called upon him or made inquiries at his home address?

Mr. LAMKIN. Yes, sir; they could have done that.

Mr. TOWNER. You do not know whether his address itself contained the information that he was working in the Treasury Department? In other words, his address might have been the place where he was bording, or it might have been the place where he was working.

Mr. LAMKIN. His office address?

Mr. TOWNER. Yes.

Mr. LAMKIN. There is nothing we have to show that.

Mr. TOWNER. Have you got a copy of the letter that was sent to him from the branch office at Baltimore?

Mr. LAMKIN. I had it and the stenographer took it away with him. It is in the record.

Mr. TOWNER. You do not remember what the address was?

Mr. LAMKIN. No, sir; I do not remember what the address was.

The CHAIRMAN. Have you gotten the case of Ben Dunstall?

Mr. LAMKIN. Yes, sir; I have it here.

The CHAIRMAN. You can proceed in your regular order if you prefer to.

Mr. LAMKIN. I thought I would discuss this Bronx Botanical Garden first. Mr. Rollings spoke of that.

The CHAIRMAN. All right. That was called the "dumping ground" of the board up in the New York office.

Mr. LAMKIN. As I understand, the man in charge of the Bronx Botanical Gardens stated that he could place 200 men at as good salaries, some of them, as $3,000 a year after they had been trained at the Bronx Botanical Gardens. He said he could place men either as ordinary gardeners or those who showed ability could become landscape gardeners. Instead of it being a dumping ground it was what

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we call a receiving school or receiving station for that type of men that needed some kind of outdoor work to try them out, to see what they could do; and a number of men were sent to the Bronx Botanical Gardens.

There were 36 men, on the 30th of April, 1920, who are in training at the Bronx Botanical Gardens. There are four men, according to Mr. Boynton's report—Mr. Boynton is the supervisor of gardening instruction at the Bronx Botanical Gardens:

There are four men who are dissatisfied with their training: Anthony Carrone, whom I have an opportunity for at the Broadacre Stock Farms, the man to start Monday morning—

This is the report made to me by Mr. Pyle, our coordinator out there—

Thomas Abbott, whose condition of health is such as to render this line of work too heavy for him; Arthur Wagner and William Welsinger, who, while doing good work, are in a condition of health which does not permit that line of training.

He recommended that these men be called in for medical examination to see what they could do, what their physical condition would enable them to do, not to be taken out of training, but to be advised for some other course.

At the time Rollings made his statement to the committee, Charles Graham, Joseph B. Jones, and Albert Nembach wished to take training in tree surgery. Opportunities for these men were secured of Mr. H. E. Western, at Scarboro, N. Y. Nembach never started to work, claiming it was too hard. Jones worked one day, fell out of a tree, and quit. Graham stayed one week.

Sebastian Bacchio wished training in photography, and we have the opportunity for him in that.

Henry McAllester wished commercial greenhouse work. He is now in training with C. A. Kinney, One hundred and eighty-ninth Street, New York.

Ben Geebler wished training in auto mechanics, and has been transferred to the Y. M. C. A. school.

Edward Downey, Louis Nappy, and Hy O'Neill wished training in poultry farming, which opportunity has been opened up for these men.

John M. Tanikawa, whom Rollings stated wished a commercial course, refused to take it after we had secured an opportunity for him with a large Japanese importing house.

Mr. ROBSION. Were those men all taken from the Bronx Botanic Gardens?

Mr. LAMKIN. These are men who were in the Bronx Botanic Gardens at the time Rollings testified.

Mr. ROBSION. When were those changes made?

Mr. LAMKIN. This is dated the 28th of April. I think I can locate the dates of each one of these changes.

Mr. ROBSION. What I was trying to get at is whether or not these changes were made since they quit the Bronx Botanic Gardens.

Mr. LAMKINS. I think most of them were, Mr. Robsion. I think also that the probability is that Rollings got this statement about

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the time that the boys told a coordinator, and that the coordinator was working on the case when Rollings made his testimony here.

William J. O'Brien, another man whom it was stated was dissatisfied, has been taken from the gardens three weeks prior to this report and placed with Lewis & Valentine, landscape gardeners.

The CHAIRMAN. Mr. Lamkin, just wait a moment. In connection with that I have a letter here dated April 3, 1920. [Reading:]

I, William J. O'Brien, would like to request what authority Mr. P. J. Rollings had when he testified that my course was unsatisfactory to me at the Botanical Gardens, New York City, when it is a fact that I was transferred from there six weeks ago, and am now in placement training, perfectly satisfied with the treatment I have had, and am now having from the Federal Board for Vocational Education.

I, therefore, wish the records corrected as far as the statement that I am now making concerns the testimony by Mr. Rollings.

WILLIAM J. O'BRIEN.

Sworn to before me this 3d day of April, 1920.

[SEAL.] GRACE M. CHAMBERLAIN,
Notary Public.

New York County clerk No. 62; New York County register No. 2094; term expires March 30, 1922.

That is signed by William J. O'Brien and properly sworn to before a notary.

Mr. LAMKIN. Here are affidavits from seven men, Mr. Chairman—eight men, as follows:

STATE OF NEW YORK,
County of New York, ss:

APRIL 5, 1920.

We, the undersigned, students under the jurisdiction of the Federal Board for Vocational Education, at present in placement training at the New York Botanical Gardens, herewith wish to state that we are thoroughly satisfied with the training given us by the Federal board, and wish to lay particular emphasis on the fact that at all times we have received the best of treatment at the hands of Mr. Pyle, the officer in charge of the work at the gardens.

We object very strongly against the actions of any individual student who may have been or is in training with us at this place from using our names with the idea of unjustly criticizing either the Federal board, Mr. Pyle, or any of the officers of the board.

HOWARD D. HAMM.
ALBERT B. NEMBACH.
WARREN F. BRUNT.
J. B. JONES.

Subscribed and sworn to before me this 6th day of April, 1920.

GRACE M. CHAMBERLAIN,
Notary Public.

New York county clerk No. 62; New York county register No. 2094; term expires March 30, 1922.

STATE OF NEW YORK,
County of New York, ss:

APRIL 5, 1920.

We, the undersigned, students under the jurisdiction of the Federal Board for Vocational Education, at present in placement training at the New York Botanical Gardens, herewith wish to state that we are thoroughly satisfied with the training given us by the Federal board, and wish to lay particular emphasis on the fact that at all times we have received the best of treatment at the hands of Mr. Pyle, the officer in charge of the work at the gardens.

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We object very strongly against the actions of any individual student who may have been or is in training with us at this place from using our names with the idea of unjustly criticizing either the Federal board, Mr. Pyle, or any of the officers of the board.

BEN GEEBLER.
EDWARD HOHMAN.
NATHAN MARCUS.
PERCY H. POUPARD.

Sworn to before me this 5th day of April, 1920.
[SEAL.] GRACE M. CHAMBERLAIN,
Notary Public.

New York county clerk No. 62; New York county register No. 2094; term expires March 30, 1922.

As far as the dumping ground is concerned, Mr. Chairman, the Bronx Botanical Gardens was not and never has been a dumping ground. It is a place for try-out courses for men in outdoor work.

The CHAIRMAN. From what you know about the work at the botanical gardens, has it been a success?

Mr. LAMKIN. I think it has. I think we have made mistakes in sending men out there, just like we made mistakes in sending men to other places. I think on the whole it has been a success.

The next soldier who testified was John O. Robinson.

The CHAIRMAN. He is the boy that volunteered. I think he came in from Baltimore.

Mr. LAMKIN. I will have to file it, Mr. Chairman. I don't see my notes on that.

The CHAIRMAN. He was suffering from deafness.

Mr. LAMKIN. Yes. I have seen him later. I know he has been approved for training and is in training.

The CHAIRMAN. As I recall it he had been a teacher.

Mr. LAMKIN. He had been a teacher.

The CHAIRMAN. I thought he made a pretty good witness.

Mr. LAMKIN. There is a tendency among some people, Mr. Chairman, to think that a man with most any disability can continue as a teacher, which, of course, is not true. That is not the attitude of the board.

The CHAIRMAN. I have forgotten—was he asking for training which would continue him in his work, or something else?

Mr. LAMKIN. I think he wanted to get into farm work.

Mr. ROBSION. Into agriculture.

Mr. LAMKIN. And he was approved and is in Maryland State at the present time. But I will give you an abstract of that case. I thought I had it here.

Robinson, John Oscar,
Private, Machine Gun Company,
Seventy-second Infantry, Toddville, Md.:

This man has a major handicap, but apparently there was some confusion in central office as to whether or not his condition was incurred, increased, or aggravated by his military service. This confusion was probably due to the fact that he had two terms of enlistment. His first term of enlistment was from February, 1918, until April, 1918, having been found to be physically and mentally disqualified for military service, per Special Order 94, headquarters, Camp Meade, dated April 5, 1918. A letter from the Adjutant General dated January 7, 1920, states that the cause of the rejection of this man from the Army was psychoneurosis neurasthenis, not in line of duty.

Mr. Robinson was again ordered to report for military service on August 27, 1918, per order induction into military service of the United States, dated

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August 20, 1918. On January 30, 1919, he was again discharged from military service "physically and mentally sound." This information is obtained from Form 213. The hospital records noted on the back of this form show that for two days he was confined to a hospital receiving treatment for influenza. There is no other hospital record.

Notification of award of compensation dated August 14, 1919, gives this man $4.50 compensation, stating that he was discharged from the military forces on April 5, 1918. Another notification of award dated March 29, 1920, states that award had been made upon a disability of 25 per cent from date of discharge. Same was approved January 26, 1920. The above shows that the Bureau of War Risk Insurance was also confused because of this man's two terms of enlistment.

Whether or not the board was influenced in giving its decision by the fact that Form 213 showed that he was physically and mentally sound at time of discharge, and that he was only sick two days while in the military service because of influenza, is a question of doubt. The district office is clearly of the opinion as expressed in their letter of January 27 that it was doubtful whether or not this man's disability was connected with the service. In central office letter of February 6 it is clearly shown that central office also had a doubt as to whether or not his condition of hearing was due to service.

It would appear after a careful review of all the evidence in central office folder that the case was a rather unusual one.

A memorandum found in the Baltimore folder signed by L. O. Cummings, supervisor of training for district No. 4, states that on April 20, 1920, this man indicated that he did not wish to take training at present, that he was not certain what kind of training he wanted to take, but that he desired to enter some course next fall.

Robinson, John Oscar,
Private, Machine Gun Company,
Seventy-second Infantry, Toddville, Md.:

This man was surveyed June 30, 1919. His former occupation was given as that of a teacher. He preferred a course in civil engineering, and the vocational adviser recommended this course, there being sufficient evidence to warrant such a recommendation.

June 15, 1919.—Man wrote branch office, then located at Baltimore, stating that he had trouble in getting his claim for compensation through.

June 16.—District acknowledged man's letter of June 15, stating that they would await further action on the man's part.

July 11.—Man was requested to call at district office.

September 13.—District received word from man that he had been awarded compensation.

September 19.—District requested up-to-date medical examination.

September 26.—Man requested to call at district office.

October 21.—Case was forwarded to central office for approval by standing committee of man's course in civil engineering.

October 31.—District notified that man was approved for section 3 training only.

November 10.—Case resubmitted central office with additional data for reconsideration.

November 19.—District again notified that man was not eligible for section 2 training.

November 21.—Man notified of the action of central office.

January 27, 1920.—District wrote branch office at Washington, D. C., stating that they had been unable to connect this man's disability with the service, requesting the District to obtain, if possible, further evidence to show that disability is due to service.

January 31.—Case again submitted to central office for decision.

February 6.—District again notified that this man was not eligible for section 2 training.

February 25.—Man again informed by District office that he was not eligible for section 2 training.

March 3.—District again notified that man was not eligible for section 2 training.

April 10.—Man was approved for a course in civil engineering under the provisions of section 2 of the act on reconsideration of medical evidence.

April 14.—Man notified.

April 20.—Memorandum of this date signed by L. O. Cunnings (supervisor of training, district No. 4), states that this man does not wish to take training at present but desires to enter his course next fall.

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HEADQUARTERS, CAMP MEADE, MD., *April 5, 1918.*

Special Orders, No. 94.]

EXTRACT.

1. Under authority contained in paragraphs 7 and 8, War Department instructions for mustering officers and medical examiners at National Army mobilization camps, dated August 28, 1917, as supplemented by telegraphic instructions from the War Department, dated November 12, 1917, the following-named men of the selective draft, National Army, having been found physically or mentally disqualified for military service are hereby rejected and will proceed to the place of reporting for military duty as indicated after their respective names:

Name, John O. Robinson; organization, Three hundred and tenth Field Artillery; place of reporting for military duty, Cambridge, Md.; local board, Dorchester County.

By command of Maj. Gen. KUHN:

TENNEY ROSS,
Lieutenant Colonel General Staff, Chief of Staff.

Official:
O. A. PRITCHETT,
Major, A. G. R. C., Acting Adjutant.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

ORDER OF INDUCTION INTO MILITARY SERVICE OF THE UNITED STATES.

The President of the United States to John Oscar Robinson. Order No. 1324; serial No. 1653.

Greeting: Having sumitted yourself to a local board composed of your neighbors for the purpose of determining the place and time in which you can best serve the United States in the present emergency, you are hereby notified that you have now been selected for immediate military service

You will, therefore, report to the local board named below at Cambridge, Md., at 12 m., on the 27th day of August, 1918, for military duty.

From and after the day and hour just named you will be a soldier in the military service of the United States.

WM. H. MEDFORD.
Member of Local Board for Dorchester County.

Report to local board for Dorchester County, Cambridge, Md.
Date, August 20, 1918.
I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

CAMP MEADE, ADMIRAL, MD., *June 15, 1919.*

Mr. J. A. MUIR,
Federal Board for Vocational Education,
411 Park Bank Building, Baltimore, Md.

DEAR SIR: With reference to our conversation a few days ago, while in your office, in regards to my compensation claims, I have written the Bureau of War Risk Insurance again asking for a reexamination as to my physical condition.

If I do not hear from them by the last of this month, I will bring or mail my discharge papers to you. I am at present being treated by the camp surgeon and hope to get results for the better.

While I like my work here, it is of necessity temporary, and I can not go back to my profession and compete with the man that is in perfect physical condition. I explained my case to you, and I know without a doubt that there has been a

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mistake in my physical examination, and I can not understand why the bureau ignores my correspondence. Will be glad to hear from you at any time.

Yours, truly,

J. OSCAR ROBINSON,
Y. M. C. A. Hut J.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

JUNE 16, 1919.

Mr. J. OSCAR ROBINSON,
Y. M. C. A. Hut J, Camp Meade, Admiral, Md.

DEAR MR. ROBINSON: I am in receipt of your favor of the 15th instant and shall await your further pleasure to proceed with your case.

Very sincerely, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

[Treasury Department, Bureau of War Risk Insurance.]

AWARD OF COMPENSATION.

To Mr. JOHN OSCAR ROBINSON,
Toddville, Md.:

In accordance with the act of Congress of October 6, 1917, and the amendments thereto, you are hereby notified that as a private, Seventy-second Machine Gun Company, who was discharged from the military service of the United States on the 5th day of April, 1918, you are awarded compensation in the amount of $4.50 per month, from the 1st day of February, 1919, on account of disability resulting from injury incurred in the line of duty while employed in the active service. The payments pursuant to this award shall continue during the period in which you are partially disabled. (Important provisions of the act.)

Authorized by the Bureau of War Risk Insurance this 14th day of August, 1919.

R. G. CHOLMELEY-JONES, *Director.*
Per M. E. L.

A true copy:
O. I. WOODLEY.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION,
Baltimore, Md., July 11, 1919.

Mr. J. OSCAR ROBINSON,
Y. M. C. A. Hut J, Camp Meade, Admiral, Md.

DEAR SIR: We have in our files your letter of June 15th. addressed to Mr. Muir.

If you are in the city in the near future, we wish you would call at our offices, in the Lexington Building, and have a survey made, and also that we may get further data from you that we should have in giving consideration to your case.

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We hope that you are encouraged in securing compensation from the Bureau of War Risk Insurance. May we hear from you soon?

Yours, very truly,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

Y. M. C. A. HUT J,
Camp Meade, Md.

FEDERAL BOARD OF VOCATIONAL EDUCATION,
Lexington Building, Baltimore, Md.

GENTLEMEN: I have been awarded compensation to the extent of 15 per cent, and your board has made a part of the survey in my case. Would appreciate very much if you will inform me if I am entitled to training from the said board.

Yours, respectfully,

J. O. ROBINSON.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

SEPTEMBER 19, 1919.

Col. J. A. NYDIGGER,
United States Public Health Service,
Customhouse, Baltimore, Md.

DEAR SIR: Mr. J. O. Robinson was examined by you under date of June 6, 1919, and given a diagnosis of deafness, right ear.

Kindly have this man reexamined so we can have an up-to-date record on this case.

Very truly, yours,

W. H. MAGEE, D. V. O.,
By I. I. HIRSCHMAN,
District Medical Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

SEPTEMBER 26, 1919.

Mr. J. O. ROBINSON,
Y. M. C. A. Hut "J," Camp Meade, Md.

DEAR SIR: In order that we may at once intelligently handle your case we find it necessary that you call at our office for a conference. When you come in, please ask for Mr. Robertson, who will be very glad to personally handle your case.

Kindly let us have your cooperation by giving this matter your immediate attention, and let us have a call from you at your earliest convenience.

The inclosed envelope may be used without postage. Please refer to our file D-4-8987 in your reply.

Yours, very truly,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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[Telegram.]

WASHINGTON, D. C., *October 31, 1919.*

MAGEE.
660 Lexington Building, Baltimore, Md.:

Approved one year of four-year course, section 3, training only, John Oscar Robinson.

LAMKIN.

I solemnly swear this document to be a true copy of the original.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

NOVEMBER 10, 1919.

From: District vocational officer, District No. 4.
To: Chief Division of Rehabilitation.
Re: Robinson, John Oscar, Pvt. M. G. Co., 72 Inf.
Attention of Capt. C. D. Hibbard.

DEAR SIR: We are inclosing herewith additional medical data in the form of report of examination by Dr. J. W. Downey, a specialist in this city, on the case of the above-named man.

Mr. Robinson is not content with approval by central office for section 3 training in engineering and wishes to appeal his case. He intends to appear in person at central office Tuesday, November 11, with an affidavit to support his claim.

Our recommendation for four years' course, submitted to central office under date of October 21, still stands.

May we have prompt reply as to your decision upon reconsideration of the case?

Very truly, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

[Telegram.]

WASHINGTON, D. C., *November 19, 1919.*

MAGEE,
660 Lexington Building, Baltimore, Md.:

Standing committee confirm approval one year of four-year course, section 3, training only, John Oscar Robinson.

LAMKIN.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

NOVEMBER 21, 1919.

Mr. JOHN O. ROBINSON,
Toddville, Md.

DEAR SIR: This is to inform you that your case was again submitted to our central office for reconsideration, and we are now in receipt of telegram from that office stating that their approval for one year of a four-year course in civil engineering at Johns Hopkins University, under section 3 of the vocational rehabilitation act, remains unchanged.

If you satisfactorily complete this one year of training, there is every reason to believe that the standing committee of the Federal board will grant an approval for an extension of time beyond this period.

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Section 3 training provides for all costs of tuition, books, and supplies necessary for the course, but does not provide for any allowance for subsistence purposes while undergoing such training.

We also wish to make mention of the fact that in no instance will the Federal board grant an approval for a longer period than one year, because further training is absolutely dependent upon the yearly appropriation made by Congress for this educational work.

Please inform this office by return mail if you are ready to begin this training in order that arrangements may be made for your early entrance in the above-named university.

Very truly, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

WAR DEPARTMENT,
THE ADJUTANT GENERAL'S OFFICE,
Washington, January 7, 1920.

FEDERAL BOARD FOR VOCATIONAL TRAINING,
660 Lexington Building, Baltimore, Md.

GENTLEMEN: At the request of Mr. John O. Robinson, East Potomac Park, Washington, D. C., you are advised as follows:

The records of this office show that John O. Robinson, private, headquarters company, Three hundred and tenth Field Artillery, was rejected from the Army April 5, 1918, per paragraph 1, Special Order 94, headquarters, Camp Meade, Md., by reason of psychoneurosis neurasthenis, not in line of duty.

Very respectfully,

P. C. HARRIS,
The Adjutant General.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

JANUARY 27, 1920.

From: District vocational officer, district No. 4.
To: Branch office, district No. 4, 1410 Pennsylvania Avenue, NW., Washington, D. C.
Re: Robinson, John O., Toddville, Md.
Attention Mr. Phillips.

DEAR SIR: In reply to yours of January 26, inquiring as to the present status of the above-named man's case, permit us to state the case has again been before the medical section and it has been receiving some careful consideration.

We are still unable to see from the information at hand where this man incurred a serious vocational handicap while in the service. The question does not arise so much as to his present physical condition as it does from the fact that he was discharged, according to the records in the Adjutant General's Office, with no disability. There is one hospital record furnished us and that is an acute attack of influenza, in line of duty. This record shows he remained in the hospital two days, September 25 to September 27. Also, we wish to invite your attention to the fact that this man was discharged in January, 1919, and the first claim made for training was on June 30, when he was surveyed by Mr. Woodley.

Before we can further consider his application for section 2 training it will be necessary for this man to establish the fact that he received the disability, upon which he is basing his claim, while in the service of the United States. We doubt if an affidavit without any supporting evidence will be sufficient in this case as we already have an abstract of the records in the Adjutant General's Office, and in view of the further fact that there is no indication that this man was ever overseas, it is quite probable that all records are complete.

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We do not wish to assume the attitude of obstructionist, but we must clearly establish the eligibility and you will readily see that there is a large element of doubt in this case with the information which we have at hand. This office will gladly entertain further information when it is submitted.

Very truly, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

JANUARY 31, 1920.

From: District vocational officer, district No. 4.
To: Chief, Division of Rehabilitation.
Re: Robinson, John O., private, Machine Gun Company, Seventy-second Infantry.

DEAR SIR: We are forwarding herewith for reconsideration in the case of the above-named man new form Med. B.; also a true copy of letter received from The Adjutant General of the Army.

This is being done at the request of Mr. Robinson, and due to the fact that he made the statement that this office had not forwarded all the medical evidence that we had in our possession.

Kindly render decision based on the additional data, which is all that we have in our possession at this time.

Very truly, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C., February 6, 1920.

From: Chief Division of Rehabilitation.
To: District vocational officer, No. 4.
Re: Robinson, John O., private, Machine Gun Company Seventy-second Infantry.

DEAR SIR: 1. This will acknowledge receipt of your letter of the 31st ultimo accompanied by Med. B, in the case of the above-named man.

2. After careful consideration it is the opinion of central office that this is still a section 3 case. The Adjutant General's letter states that the disability was incurred not in line of duty, and even though compensation to the amount of $4.50 per month has been granted, it is our belief that this man has not sufficient vocational handicap or even physical disability received while in the service to entitle him to training under section 2 of the rehabilitation act.

3. You are hereby authorized to place this man in training under section 3 of the act.

Very truly, yours,

UEL W. LAMKIN,
Chief Division of Rehabilitation.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FEBRUARY 25, 1920.

Mr. JOHN O. ROBINSON,
Care of Officers' Headquarters, Sixty-third Infantry,
East Potomac Park, Washington, D. C.

DEAR SIR: We again submitted your case to the central office in Washington for reconsideration, and that office has rendered a decision stating that, in

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view of all the information they have on file, section 3 training is all that can be granted.

We are informing you of their decision and again offer you the opportunity to take up the training recommended under section 3 of the act. Kindly give this office a definite reply accepting or rejecting it, since any training under section 2 seems out of the question in view of the recent ruling of central office in your case.

Very truly, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C., March 3, 1920.

From: Chief, Division of Rehabilitation.
To: District vocational officer, district No. 4.
Re: Robinson, John O., private Machine Gun Company, Seventy-second Infantry.

DEAR SIR: 1. With further reference to the case of the above-named man, who has made another appeal to secure training under section 2 of the act:

2. Please be advised that the man's folder has again been reviewed by central office medical officer, who confirms the former rating—minor permanent vocational disability.

3. Upon the evidence submitted, the man is not eligible for section 2 training. The committee confirms the former approval of one year of four-year course under section 3.

4. Our C. L. 499–A is forwarded herewith, authhorizing you to place the man in training.

Very truly, yours,

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C., April 10, 1920.

From: Chief, Division of Rehabilitation.
To: District vocational officer, district No. 4.
Re: Robinson, John O.; private, Machine Gun Company, Seventy-second Infantry, Toddville, Md.

DEAR SIR: 1. Receipt is acknowledged of your letter of March 28, relative to the case of the above-named man.

2. With further reference to our letter of March 3, the standing committee, after a careful review of the evidence in the case, now finds the man eligible for one year of a two-year-only course, section 2.

3. The man's course should be so arranged as to be completed at the expiration of the second year as well as render him employable at that time.

4. At the satisfactory completion of the first year the board stands ready to approve a second year of training.

5. You are directed to inform the man that the board assumes no responsibility for subsistence after two years of training. A copy of your letter so informing him must be forwarded to this office.

Very truly, yours,

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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APRIL 14, 1920.

Mr. JOHN O. ROBINSON.
East Potomac Park, Washington, D. C.

DEAR SIR: On your recent appeal our central office on reconsideration of your case has ruled that you are eligible for section 2 training.

They have approved one year of a two-year only course under section 2 of the rehabilitation act which provides for the payment of subsistence.

No man is approved for more than one year at a time, but if your progress in the first year is satisfactory you may be approved for a second year under section 2.

Please acknowledge receipt of this letter, so that we may know that you understand that the board assumes no responsibility for subsistence after two years of training.

In order that arrangements may be made, will you kindly come to Baltimore at your early convenience for a conference, for which we inclose transportation.

Very truly, yours,

W. H. MAGEE.
District Vocational Officer.

I certify this to be a true copy.

[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

Man came to office.

Is not certain of what training he wishes to take at present. He does not want to enter any training until fall.

Will notify us as soon as he comes to a decision. Address in future will be Toddville, Md.

L. O. CUMMINGS.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

TREASURY DEPARTMENT,
BUREAU OF WAR RISK INSURANCE,
March 29, 1920.

Memorandum.
From: W. F. Salisbury.
To: Federal Board for Vocational Education.
Subject: C-18843, John O. Robinson.

An award has been made in favor of the claimant, based upon the disability of 25 per cent, temporary partial, from the date of discharge, and was approved on January 26, 1920.

W. F. SALISBURY,
Assistant Chief Awarder, Compensation and Insurance, Claims Division.

A true copy.
J. M. P. METCALF, *Special Agent.*

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.
(Received, Case Office, Apr. 3. 1920; Federal Board for Vocational Education, D. V. O.)

(Return to case board, special, C. W. Hibbard. Searcher No. A. B.; typist No. A. B.)

FEDERAL BOARD FOR VOCATIONAL EDUCATION—DIVISION OF REHABILITATION.

Name, Robinson. John Oscar; organization, private 310th F. A., private 72d Inf. Machine Gun Co.; Serial No. 4030471. Married or single, single. Character, very good. Date of enlistment, ———. At Camp Meade, Md.; on January 30, 1919. Grade, private. Wounds in action, none stated. Battles,

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etc.. ———. Allotments, Class B, $15 per month from 9–1–18; discontinued January 30, 1919. Place of separation from service, Camp Meade, Md. Reason for separation, A. G. O. Tel., 1–18–19. Address for future reference, Toddville, Md. A. G. O. Form 135–3. Soldier's statement, no disability. Examining surgeon's statement, physically and mentally sound, 1–22–19, A. B. Warren, Lt., M. C., Camp Meade, Md., 1–22–19. Board of Review's statement, ———. Attested to extracts from official military record of this man; L. C. Crawford, Colonel, United States Army. Percentage of disability, not stated. Line of duty, not stated. Reported by ———.

(Indorsement.) Date of admission, September 25, 1918. Cause of admission, influenza, acute, in line of duty. Date of disposition, September 27, 1918. U. S. A. B. Hosp., Camp Meade, Md.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FEDERAL BOARD FOR VOCATIONAL EDUCATION—DIVISION OF REHABILITATION—REPORT FOR MEDICAL-VOCATIONAL EXAMINATION.—PART I. BRIEF.

1. (*a*) Name, Robinson, John. Age, 28. Race, white. (*b*) Private, Seventy-second M. G. Co. Enlisted February 18, 1918. Discharged April 5, 1918. (*c*) Present address, Toddville, Md. (*d*) Principal civil occupation, teacher. (*e*) Occupation suggested by vocational adviser, civil engineering.

2. (*a*) The applicant has a disability the nature of which is as follows: Nerve deafness R. voice 4/four ft. L. 20/20, causing continual throbbing, and affecting the nervous system. (*b*) In my opinion the disability was † incurred in, increased by, or traceable to services with the military and naval forces of the United States and this disability is line of duty. Permanent, yes. (*c*) In view of his principal civil occupation the applicant has † a vocational handicap resulting from this disability and the degree of the handicap is major. (*d*) The occupation suggested is not * incompatible with his disability. (*e*) In view of his physical and mental condition, training in the suggested occupation is † now feasible.

3. (*a*) Is follow-up observation advisable during training? Yes. If so, how often should his condition be determined? Monthly. (*b*) Remarks: Applicant is much handicapped by reason of deafness in his vocation of teaching, so much that it has caused his nervous condition to become increased. Applicant is much handicapped by reason of nervousness.

Date, December 4, 1919.

———, ———,
D. M. O., District No. ———.

† Insert the word "not," if applicable. * Strike out the words not applicable. Fill out as directed in the latest regulations and instructions.

Part II—(*A*) *Anamnesis.*—1. Of what disability does the applicant complain? (Give the symptoms as stated by the applicant. Do not give a diagnosis.)

2. Give a brief military history of the disability. (This should show whether the disability was presumably due or traceable to military service or aggravated thereby. State where, when, and how this disability was incurred, places where and dates when treated in hospital or dispensary, and whether it was noted on his discharge. Compare paragraph 2, Form 502.)

NOTE.—The applicant should be required to submit an affidavit setting forth the facts in case he is suffering from a disability which is not a matter of record, e. g., if he claims that he was inducted into the service with a disability unnoted by the medical examiners, that his disability is related to an injury or illness while in service for which he was not treated in hospital or dispensary, that he had a disability which was not noted on his discharge, or that he has developed a disability due to service since his discharge therefrom.

(*B*) *Physical examination.*—(Before beginning the examination the man should be stripped at least to the waist.) 1. (*a*) Height with shoes, ——— inches. Weight without coat, ——— pounds. Inspiration, ——— inches. Expiration, ——— inches. Girth, ——— inches. (*b*) Do you find evidence of past or present disease of brain or nervous system? ———. Of the

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heart? ———. Of the lungs? ———. Of any of the abdominal organs? ———. Has he hernia, piles, fistula, or other rectal disease? ———. Of any other part of the body? ———. (c) Describe fully the physical and functional conditions, with full details of the disabled organs, his general appearance and build, and endeavor to give a word picture of the man; use diagrams to show location of injuries, and always indicate by a pen sketch the position of ankylosed limbs and fingers.

NOVEMBER 8 1919.

The following is the report of our consultant, Dr. Jesse W. Downey, on John O. Robinson:

R. Ear: Voice at 4 feet. L. L. Ear: Voice at 20/20 feet. Ear drums normal. Bone conduction, negative. Vestibular tests reduced. Diagnosis nerve deafness. Prognosis, unfavorable. No treatment indicated. Examination made in June corresponds.

J. W. DOWNEY, M. D.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

2. Amputation cases: State nature of amputation, and note exact location on diagrams. Is scar fixed or movable? ———. Date of amputation ———. Character of stump (for direct or indirect weight bearing) ———. Power of stump ———. Usefulness of stump ———. Painless? ———. What artificial appliances are required? ———. If no artificial appliances are used, why not? ———. Have any been ordered? ———. Have any been received? ———. Are any being worn? ———. If so, what? ———. If leg, are crutches used? ———.

3. Abstracts of specialists' examinations (when such examinations are necessary). (To be filled out from reports by specialists; the original copies of the special examiners to be attached.) (Fill out as directed in the latest regulations and instructions.)

(C) *Conclusions.*—1. Diagnosis, nerve deafness. (Use nomenclature of United States Public Health Service, Misc. Pub. No. 16.)

2. Prognosis, unfavorable.

3. After your examination of this man, has he, in your opinion a disability which was incurred in, increased by, or is traceable to his military service? Yes. Is it permanent or temporary? Permanent.

4. In view of his former principal civil occupation has he a vocational handicap? Yes. Is the handicap major?

5. In view of his physical and mental condition and his past vocational history, should the applicant be trained for the suggested occupation, which is ———. When can he begin? ———.

6. Remarks, suggestions as to treatment, etc.

7. Did you examine the man yourself? Yes.

(Any erasures or alterations should be initialed by you. Please read your report carefully before signing.)

———, ———,
Asst. D. M. O., District No. ———.

Date, ———, 19—.

Part III—Subsequent medical History—(A) *After complications and changes of diagnosis.*—Date, ———.

(B) *Condition on completion of training.*—(To be ascertained by the D. M. O., from the coordinator or the counsellor and friend.) ———. Is this man able to carry on in the occupation for which he was trained? ———.

C. N. BROWN,
Captain, M. C., East Potomac Park, District of Columbia.

Date, December 4, 1919.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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FEDERAL BOARD FOR VOCATIONAL EDUCATION, DIVISION OF REHABILITATION.
REPORT OF MEDICAL VOCATIONAL EXAMINATION.

PART I. BRIEF.

1. Name, Robinson, John Oscar; age, 28; race, white. (*b*) Private, Machine Gun Company, Seventy-second Infantry; enlisted, August 27, 1918; discharged, January 30, 1919. (*c*) Present address, Toddville, Md. (*d*) Principal civil occupation, teacher. (*e*) Occupation suggested by vocational adviser, civil engineering.

2. (*a*) The applicant has a disability the nature of which is as follows: Neurasthenia; deafness, ear, right. (*b*) In my opinion the disability was ———[1] incurred in, increased by, or traceable to services with the military and naval forces of the United States and this disability is ———,[2] ———.[2] (*c*) In view of his principal civil occupation the applicant has ———[1] a vocational handicap resulting from this disability and the degree of the handicap is 15 per cent ———.[2] ———.[2] ———.[2] (*d*) The occupation suggested is not[2] incompatible with his disability. (*e*) In view of his physical and mental condition, training in the suggested occupation is ———[1] now feasible.

3. (*a*) Is follow-up observation advisable during training? ———. If so, how often should his condition be determined? ———,[2] ———,[2] ———,[2] ———.[2] (*b*) Remarks: The above disabilities handicap man in returning to his former occupation by reason of impaired hearing, ear, right, tinnitus and inability to carry on because of nervous condition. This case has been presented before central office on two previous occasions. All reports received from the field on this man are practically of the same meaning, that the man is unable to return to his former occupation. It is therefore recommended that, in view of the above disabilities, this man be given some form of training that will tend to rehabilitate him. A course in civil engineering has been suggested and is recommended.

Applicant has been adjudged compensable.

Date, January 30, 1920.

(Signed) I. I. HIRSCHMANN.
D. M. O., District No. 4.

Fill out as directed in the latest regulations and instructions.

PART II.

(A) *Anamnesis.*—1. Of what disability does the applicant complain? (Give the symptoms as stated by the applicant. Do not give a diagnosis.) Disturbances of hearing in right ear.

2. Give a brief military history of the disability. (This should show whether the disability was presumably due or traceable to military service or aggravated thereby. State where, when, and how this disability was incurred, places where and dates when treated in hospital or dispensary, and whether it was noted on his discharge. Compare paragraph 2, Form 502.)

NOTE.—The applicant should be required to submit an affidavit setting forth the facts in case he is suffering from a disability which is not a matter of record, e. g., if he claims he was inducted into the service with a disability unnoted by the medical examiners, that his disability is related to an injury or illness while in service for which he was not treated in hospital or dispensary, that he had a disability which was not noted on his discharge, or that he has developed a disability due to service since his discharge therefrom.

In March, 1918, suffered from concussion from gunfire in right ear, resulting in partial deafness. Treated in infirmary at Camp Meade, Md., in December, 1917.

(B) *Physical examination.*—Before beginning the examination the man should be stripped at least to the waist. 1. (*a*) Height with shoes, ——— inches; weight without coat. ——— pounds; inspiration, ——— inches; expiration, ——— inches; girth, ——— inches. (*b*) Do you find evidence of past or present disease of brain or nervous system? ———; of the heart? ———; of the lungs? ———; of any of the abdominal organs? ———; has he hernia.

[1] Insert the word "not," if applicable. [2] Strike out the words not applicable.

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piles, fistula, or other rectal disease? ———; of any other part of the body? ———. (c) Describe fully the physical and functional conditions, with full details of the disabled organs, his general appearance and build, and endeavor to give a word picture of the man; use diagrams to show location of injuries, and always indicate by a pen sketch the position of ankylosed limbs and fingers.

Conversational voice, 4 feet; whispered voice, 6 inches; bone destruction negative; vestibular tests show marked reductions in reactions.

PHYSICIAN'S REPORT.

JUNE 30, 1919.

Name of man, J. O. Robinson, private, Seventy-second Machine Gun Company, United States Army; present address, Baltimore, Md.; date first examined or treated by you, June 30, 1919; physical condition at present, fair; origin, nature, and extent of injury or disease so far as determinable in November, 1918, suffered from concussion from gunfire in right ear, resulting in partial deafness; conversational voice, 7 feet; whisper, 6 inches. Do you consider that the injury or disease from which he is suffering was received in the service, or was seriously increased or accelerated to a disabling extent by the condition and exposure incident to service? Yes; received in service. State extent of his present disability: Partial, yes; per cent of total, 15 per cent. Is he able to perform any part of former or any other occupation? Yes; school-teacher. Has he a specific injury of a permanent nature? Yes; think it permanent. Do you recommend operation? No. Institutional care? No. What are chances for arrest or recovery? Very questionable. From what period from the date of discharge is disability likely to exist, from vocational viewpoint? At time of discharge from service. Is his condition yielding to treatment? No treatment since discharged. Remarks: Bone conduction negative. Vestibular tests show marked reductions in reactions.

J. A. NYDEGGER,
Surgeon, U. S. Public Health Service, Custom House, Baltimore, Md.

Certified. A true copy.

JOHN M. NICKLAS.
Asst. D. M. P., Dist. No. 4.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

JANUARY 7, 1920.

From: Acting Assistant Surgeon W. J. Hoffner, United States Public Health Service Dispensary.
To: Supervisor fourth district, United States Public Health Service, No. 2219 New Interior Building, Washington, D. C.
Subject: Examination of John O. Robinson (C–18843).

This is to state that John O. Robinson, formerly a private, Seventy-second Infantry Machine Gun Battalion, whose home address is Toddville, Md., a white man, single, 29 years of age, and a teacher by occupation, was examined at this office.

During his service he developed a disturbance in hearing from gun fire, a sequel to which is a neurasthenic condition.

On examination at the present time he appears as a moderately well-nourished individual, free from any physical defect, except for his ears and nervous condition.

He was referred to Dr. C. L. Billard for special examination of his ears. A copy of Dr. Billard's report follows:

"History: This man complains of throbbing in his right ear and of ringing in both ears at times.

"Examination: Both ear drums luterless and left somewhat retracted. Bone conduction much reduced on right side and slightly less than air on left.

"Hearing: Right, watch on contact conversational voice at 4 feet; left, watch 14/30, whisper 14/20.

"Diagnosis: Nerve deafness probably due to concussion.

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"Prognosis: His hearing will probably remain stationary. He is apparently very much annoyed by the noises in his ears and inflation is suggested as a possible remedy for that symptom."

He was referred to Dr. D. Percy Hickling for special neurological examination. Dr. Hickling's report is as follows:

"In compliance with your request I have examined John Oscar Robinson, a white male, 29 years of age. As a result of that examination I would say that the neurological examination should be neurosis, secondary to his ear condition, which should be considered as in the line of duty. I would say that his neurological disability should be rated at 10.

"I regard the prognosis as favorable and depending somewhat on his ear condition. Any treatment which he may require may be carried on by the dispensary service in connection with his special ear treatment."

Diagnosis: Diminished hearing; neurasthenia.

Prognosis: Uncertain.

Disability: At the present time over 10 per cent partial permanent.

Treatment: Such treatment as recommended by Dr. C. L. Billard.

He is unable at the present time to follow his usual occupation as teacher, and I would not recommend the same.

Respectfully,

W. J. HEFFNER,
Acting Assistant Surgeon.

I certify this to be a true copy.
[SEAL.]

MARY E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

UNITED STATES PUBLIC HEALTH SERVICE,
CUSTOM HOUSE,
Baltimore, Md., November 8, 1919.

1. Claimant's name: John O. Robinson (C-18843).
2. Service organization: Private, Machine Gun Company, Seventy-second Infantry.
3. Present address: Toddville, Md.
4. Age, 28; color, white; previous occupation, teacher.
5. Brief military history of claimant's disability: Inducted February 17, 1918. December, 1918, patient began to notice he was getting deaf. He thinks it was caused by machine-gun fire at practice in Camp Meade, Md. Treated at Camp Meade, Md. Patient never has heard out of ear since deafness began. Discharged January, 1919.
6. Present complaint: Deafness.
7. Physical examination: Patient well nourished; general condition good. Patient hears voice at 4 feet with right ear. Bone conduction negative. Left ear, hearing normal. Diagnosis of partial nerve deafness confirmed by Baranah test which shows marked reduction of vestibular response from right ear. Ear drums normal.
8. Diagnosis: 273, deafness (right ear).
9. Prognosis: Disability permanent.
10. Is claimant able to resume former occupation? No.
11. Do you advise it? No.
12. Is claimant bed ridden? No.
13. Is claimant able to travel? Yes.
14. Do you advise hospital care? No.
15. Will claimant accept hospital care? Yes.

Remarks: Patient received orders to report to Dr. W. W. March, Solomons, Md., but on account of lack of transportation facilities distance is twice as far. He therefore reported here.

(Signed) C. V. MCMEEN,
P. A. Surgeon, U. S. P. H. S.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

OCTOBER 16, 1919.

Mr. J. O. Robinsin.

The following are notes taken at time of examination of Mr. J. O. Robinson:

June 30, 1919.—Right ear, dull; left ear, normal; right hearing, 6/20; left hearing, 20/20; partial nerve deafness (concussion) confirmed by Barany test

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which show marked reduction in vestibular response from right ear; disability is permanent; no further examination is necessary.

(Signed) J. W. DOWNEY.

NOVEMBER 8, 1919.

The following is the report of our consultant, Dr. Jesse W. Downey, on John O. Robinson:

Right ear, voice at 4 feet; left ear, voice at 20/20 feet; ear drums, normal; bone conduction, negative; vestibular tests reduced. Diagnosis and prognosis: Diagnosis, nerve deafness; prognosis, unfavorable. No treatment indicated. Examination made in June corresponds.

(Signed) J. W. DOWNEY, M. D.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

DISCHARGE UNITED STATES ARMY OR NAVY.

Name, John Oscar Robinson, No. 4030471; rank and organization, private, Machine Gun Company, Seventy-second Infantry; birthplace, Toddville, Md.; eyes, gray; hair, brown; complexion, fair; height, 5 feet 9 inches; knowledge of vocation, school-teacher; physical condition, good; married or single, single; reason for discharge, per telegram Adjutant General's Office, January 18, 1919; date of discharge January 30, 1919; prior service, none; number of enlistment, first; line of duty, not stated. Remarks: A. W. O. L., none; No. G. O. 45; 1914, Eleventh Company, 154 D. B., August 28, 1918, to September 9, 1918, from September 9, 1918, to date of discharge; service, honest and faithful; entitled to travel allowance.

Certified. A true copy.

(Signed) JOHN O. TEDDLIE,
Captain, Seventy-second Infantry.

JOHN M. NICKLAS,
Asst. D. M. O., District No. 4.

I solemnly swear this document to be a true copy of the original.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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2. Amputation cases: State nature of amputation, and note exact location on diagrams. Is scar fixed or movable? ———. Date of amputation, ———. Character of stump (for direct or indirect weight bearing), ———. Power of stump, ———. Usefulness of stump, ———. Painless? ———. What artificial appliances are required? ———. If no artificial appliances are used, why not? ———. Have any been ordered? ———. Have any been received? ———. Are any being worn? ———. If so, what? ———. If leg, are crutches used? ———.

3. Abstracts of specialists' examinations (when such examinations are necessary).

(To be filled out from reports by specialists; the original copies of the special examiners to be attached.)

Fill out as directed in the latest Regulations and Instructions.

(C) Conclusions.—1. Diagnosis, neurasthenia, deafness, ear, right.

2. Prognosis, uncertain.

3. After your examination of this man, has he, in your opinion a disability which was incurred in, increased by, or is traceable to his military service? ———. Is it permanent or temporary? ———.

4. In view of his former principal civil occupation, has he a vocational handicap? ———. Is the handicap major, minor, or negligible? ———.

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5. In view of his physical and mental condition and his past vocational history, should the applicant be trained for the suggested occupation, which is ———? When can he begin? ———.

6. Remarks, suggestions as to treatment, etc.

7. Did you examine the man yourself? ———.

Any erasures or alterations should be initialed by you. Please read your report carefully before signing.

G. D. TOWNSHEND,
Asst. D. M. O., District No. 4.

Date, January 14, 1920.

Part III, Subsequent medical history—(A) After complications and changes of diagnosis.—Date, ———.

(B) Condition on completion of training.—(To be ascertained by the D. M. O., from the coordinator or the councillor and friend.) ———. Is this man able to carry on in the occupation for which he was trained? ———.

——— ———,

——— ———.

Date, ———, 19—.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

Fill out as directed in the latest Regulations and Instructions.

The next case was Frank Hammond, who had no complaint as to the way his case was handled, except that he had to bring congressional pressure to bear. Here are copies of the letters that were submitted by Congressman Hicks and a copy of Mr. Hammond's medical report which states that he has a temporary minor vocational handicap. This is signed by the doctor in the New York office, and as he was awarded compensation he was also given section 3 training.

(The papers referred to follow:)

FEBRUARY 12, 1920.

Hon. FREDERICK C. HICKS,
House of Representatives, Washington, D. C.

DEAR CONGRESSMAN HICKS: In response to your inquiry concerning the case of Mr. Frank Hammond, 316 Cumberland Street, Brooklyn, N. Y., report from our district office at New York advises that from the evidence available in this case he is not eligible for training under section 2 of the vocational rehabilitation act, as it does not appear that he has a major vocational handicap.

He is, however, entitled to training under section 3 provided he is awarded compensation by the Bureau of War Risk Insurance.

Yours, very truly,

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

[Telegram.]

FEBRUARY 9, 1920.

CHIEF, FEDERAL BOARD VOCATIONAL EDUCATION,
Washington, D. C.

Re telegram February 6, urgency case 727, Frank Hammond, eligibility status section 3.

CLARK.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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[Urgency Case No. 727.]

FEBRUARY 5, 1920.

From: Chief, Division of Rehabilitation.
To: District vocational officer, district No. 2, New York, N. Y.
Re: Hammond, Frank, 316 Cumberland Street, Brooklyn, N. Y.

DEAR SIR: Congressman Hicks has again made inquiry at this office regarding the status of the application for training of the above-named man. Kindly advise us of your final action in this case immediately as we are anxious to furnish the Congressman with the desired information.

Yours, very truly,

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FEDERAL BOARD FOR VOCATIONAL EDUCATION.
New York City, January 30, 1920.

From: District vocational officer, district No. 2.
To: Chief, Division of Rehabilitation.
Re: Hammond, Frank, 316 Cumberland Street, Brooklyn, N. Y.

DEAR SIR: 1. Replying to your letter of the 23d instant, urgency case No. 727, you are advised that Mr. Hammond was requested to furnish this office with two certified copies of his discharge and he did submit two copies of his discharge but they were not properly certified; Mr. Hammond himself attesting to the fact that they were true copies, the attestation not being sworn to.

2. He also sent a letter in which he stated that he could not send his original discharge for the reason that he was under quarantine. He forwarded two affidavits connecting his disability with the service.

The case is this day being submitted to the central office representative stationed here, for the purpose of getting a rating as to eligibility.

Very truly, yours,

WILLIAM A. CLARK,
Acting District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

[Urgency case No. 707.]

JANUARY 23, 1920.

From: Chief, Division of Rehabilitation.
To: District Vocational Office No. 2, New York City.
Subject: Hammond, Frank, 316 Cumberland Street, Brooklyn, N. Y.

1. Inquiry in regard to the status of the case of the above-named man has been made at this office by

2. You are directed to report the status of this case immediately in order that appropriate action may be taken.

3. If this case is not complete, please use every effort to complete the same consistent with the circumstances of the case.

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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[Telegram.]

NEW YORK, *January 7, 1920, 4 p. m.*

LAMKIN,
F. B. V. E., Washington, D. C., Convention Hall.

Re telegram January 7, urgency case 727, Frank Hammond, Huntington, Long Island. Name correct; send further identification data.

FARWELL.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

[Urgency case No. 727.]

JANUARY 13, 1920.

From: Chief, Division of Rehabilitation.
To: District vocational officer, Federal Board for Vocational Education, District No. 2, New York City.
Subject: Hammond, Frank, 316 Cumberland Street, Brooklyn, N. Y.

DEAR SIR: Replying to your telegram of the 7th instant relative to Mr. Frank Hammond, Huntington, Long Island, we are informed that he can be located at the Brooklyn address given above. Kindly establish contact and report as quickly as possible the status of the case.

Very truly, yours,

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FIELD REPORT OF PHYSICAL EXAMINATION—FEDERAL BOARD FOR VOCATIONAL EDUCATION.

Place, Federal Board for Vocational Education, Date, April 7, 1920.

1. Claimant's name, Hammond, Frank.

2. Service organization and rank, Private, Headquarters Company, One hundred and seventh Infantry.

3. Present address, 316 Cumberland Street, Brooklyn, N. Y.

4. Age, 21 years; previous occupation, student; Dr. J. C. Webster, April 6, 1920; color, white; suggested occupation, mechanical engineer.

5. Brief military history of claimant's disability: Entered service April 20, 1917; discharged April 4, 1919; wounded right thigh July 16, 1918, is skin deep; gassed October 20, 1918; British hospital at Ranon, then at Tonville, then to convalescent No. 13 British, then to outfit; in hospital six weeks.

6. Present complaint: Cough occasionally, loss of voice, hoarseness, cough in the morning till he vomits sometimes, tenacious mucous comes up on coughing.

7. Physical examination: The pharnyx is chronic, congested with evidence of irregular thickening of the mucous membrane of posterior wall of pharnyx, also the tonsils, particularly the left; they are hypertrophied and deeply injected, the left being more pronounced and red; heart pulse 78–115–84 response in two minutes; lungs, right apex somewhat retracted, harsh breathing of loud character heard both anterior and posterior right apex over left chest, axillary line mucous râles heard; temperature at 3.15 p. m. 99½, pulse 80; X ray of chest—Fairly clear apices; diffuse peribronchial thickening extended down to both bases, particularly left, where there are some adhesions; hilus fibrosis and definite bilateral glandular enlargement; sputum negative.

8. Diagnosis: Chronic pharyngitis (956); chronic tonsillitis and rhinitis (88); chronic bronchitis (165).

9. Prognosis: Good.

10. Is claimant able to resume former occupation? Yes.

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11. Do you advise it? Yes.
12. Is claimant bedridden? No.
13. Is claimant able to travel? Yes.
14. Do you advise hospital care? No.
15. Will claimant accept hospital care? Not indicated.
16. In your opinion is disability due or traceable to service? Yes. Is it temporary? Yes.
17. Has claimant a vocational handicap? Yes. Is it minor? Yes.
18. Is his physical and mental condition such that vocational training is feasible? Yes.
19. Did you examine the man yourself? Yes.

L. J. MURPHY,
Medical Examiner,
23 West Forty-third Street, New York City.

To be filled out in district office: In my opinion the disability is due to service; temporary; training is feasible; the vocational handicap minor; follow-up report is not necessary.
April 15, 1920.

JOHN C. WEBSTER.

Received F. B. V. E. April 19, 1920. Rehabilitation. O. K.

JOHN C. WEBSTER, M. D.,
Chief Medical Officer for D. M. O. District No. 2.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

[On back.]

INSTRUCTIONS FOR FILLING OUT THIS REPORT.

[Number of paragraphs correspond to questions on other side.]

1 to 4 to be filled out in the district office.
5. Give a brief military history of the claimant's disability, sufficient to connect his disability with his military service. Give date of induction and discharge, nature of injury or illness, when and where treated, and whether discharged on that account.
6. In recording the man's complaint give symptoms as stated by him; do not give a diagnosis.
7. (*a*) In recording the results of a physical examination do not give a diagnosis; give the physical signs as you find them.
(*b*) In cases of wounds, give location of scars and also a description of the injury to the underlying structures, with the resulting deformity, limitation of motion, or disturbed function.
(*c*) When the applicant complains of dyspnea on exertion as a sequela of gassing, heart disease, or bronchial asthma, note his pulse and respiration before, just after, and 2 minutes after exercise, which should consist of hopping 25 times on each foot.
(*d*) In cases of heart disease, give general appearance, location of apex beat, and time of occurrence, location and direction of transmission of murmurs, and rate and rhythm of pulse.
(*e*) In cases of suspected tuberculosis give the physical signs present in the lungs and the height, weight, chest measurements, pulse, respiration, and temperature.
(*f*) If, in addition to the disability due to service, the man has any other impairment, describe it fully and state whether it is related in any way to his service.
8. Use the nomenclature of the United States Public Health Service.
17. A claimant is considered to have a major handicap when his disability would constitute a real handicap in his former occupation, such as to affect employability or earning power. A minor handicap involves some inconvenience but does not interfere in any real way with earning power or employability in the former occupation.
A negligible handicap involves an inconvenience that can be disregarded in considering employability or earning power.

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Men without a vocation—that is, students and those who have not worked at one occupation more than one year and are under 21 years of age—should have their handicap considered in light of the general labor market.

18. Training is feasible when the mental and physical conditions permit and when the suggested occupation is not incompatible with his disability.

Civilian physians making this report at the request of the board will mail it directly to the district office of the Federal Board, using the inclosed envelope, which requires no postage. B. W. R. I. examiners will mail it to the district supervisor.

Mr. ROBSION. He wanted section 2.

Mr. LAMKIN. I understand he did not. I understand he was satisfied; but his complaint was, if I remember correctly, that he had to get Congressman Hicks to intercede in order for him to get section 3.

Mr. ROBSION. Your board gave section 3 to any man who was awarded compensation?

Mr. LAMKIN. That want to take it; yes, sir. I think it is true that we have not been pushing the section 3 cases. We have been trying to get the section 2 out of the way, but we are paying the tuition, books, and supplies back to the time the man was awarded compensation if he went in.

The next case is that of John Joseph Davis. On the 15th of July this man was sent an inquiry on the strength of an application which he made for compensation.

On the 31st of July—this is another Washington case—the district notified the branch office to get in touch with the man. Now, on the 11th of August the survey was made, and at that time the man was asked to have a medical examination. I may say that the Army record, the Army discharge, which I am filing herewith, states that the soldier's statement is "no disability." The examining surgeon's statement is, "He is physically and mentally sound." The line of duty is not stated. No disability. Dated Fort Myer, Va.

The Bureau of War Risk file states this soldier was discharged April 8 at Fort Meyer; that the origin, nature, and extent of injury or disability is not determinable. Defect of hearing in left ear caused by exposure. Place incurred: First noticed while stationed at Newport News, Va. Other questions on this blank regarding his ability to perform any part of former or any other occupation. Specific injury of a permanent nature, disability likely to exist, and so forth. Unanswered. This form gives the war-risk insurance number, but does not state any amount of compensation. It gives his present occupation as clerk in the Treasury; employer, in the Government service.

The Army record shows "wounds in action, none; soldier's statement, no disability."

The hospital record shows the man was treated for contusion of a moderately severe upper third thigh, accidentally incurred, being kicked by a horse while at drill on the Casino grounds, Newport News, Va., November 13, 1917. In line of duty. He was returned to duty November 21, 1917, eight days later.

That is the only record we have of any disability incurred in the service; so when he comes in he was asked to have a medical examination; date, August 28; and "some days ago we arranged for you to be examined by Dr. Rench, in order to push through your application for training. We have as yet received no report from the doctor of this examination."

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On October 8 the branch office here wrote him again that "On August 11 we wrote you asking Dr. Wrench to give you a special ear examination." On October 21 Dr. Wrench made the examination. That accounts for some of the delay.

The next thing that was necessary to do was to connect that disability with the service, as there was nothing in any hospital record to show that it was connected with the service. We asked for an affidavit, and on the 18th day of December, 1919, the affidavit was received.

On the 6th of January, 1920, the district office wrote the branch office that in regard to training for Davis to the effect that they did not consider he had enough background to take work in agriculture; he had not lived on the farm. On January 10 the branch office stated to the district office that he insisted on the course in agriculture. On the 29th of January the case was approved by central office case board representative as entitled to training with pay, and in the latter part of March he was notified that he had received compensation from the Bureau of War Risk Insurance.

The CHAIRMAN. There was a good deal of delay in that case.

Mr. LAMKIN. I think there was delay in that case, Mr. Chairman.

(Mr. Lamkin submitted the following papers in the case of John Joseph Davis:)

JULY 31, 1919.

From: District vocational officer district No. 4.
To: Branch office, district No. 4, 606 F Street NW, Washington, D. C.
Re: Davis, John Joseph. 1712 Fifteenth Street NW, Washington, D. C.

DEAR SIR: Will you please have someone from your office get in touch with the aboved-named man? We have very little data in this case. Please make some form of report within 10 days.

Very truly, yours,

W. H. McGEE.
District Vocational Officer.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FEDERAL BOARD FOR VOCATIONAL EDUCATION, DIVISION OF REHABILITATION—INQUIRY CONCERNING SOLDIER OR SAILOR DISCHARGED FROM SERVICE.

Name, Davis, John Joseph; age, 30; race, white; permanent mailing address, 1712 Fifteenth Street NW., Washington, D. C. Where can you be reached by telegraph? 1712 Fifteenth Street. Phone, North 6727. Name and address of nearest relative or friend, Edward A. Davis, 1712 Fifteenth Street NW., Washington, D. C.

Where did you join the service? New York City. Rank or rating at time of discharge, first class private; date of discharge, April 8, 1919; organization at time of discharge, Eleventh Cavalry, Troop D.

Are you single? Yes.

Have you applied to the War Risk Insurance Bureau for compensation? Yes. Have you received any compensation from the War Risk Insurance Bureau? No.

What is your disability? Deficiency in hearing and occasionally troubled with my nose. What is your present physical condition? Good.

How far did you go in grade school? Graduated.

What other schooling have you had, such as college, Army or Navy school, night school, correspondence school, etc. (answer fully)? Two years in business school.

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Can you read newspapers in English? Yes. Can you write a letter in English? Yes. In what other language can you read or write? No other.

What is your trade or occupation? Clerk. How long have you worked at it? Since leaving school. Just what do you do? Always followed clerical work. What other kinds of work have you done? Butcher.

What have you been doing since discharge (resting, attending school, working, etc.)? Clerk in the Treasury Department.

If at work, what are you doing? Clerical. What are your present wages? $1,000 per year.

What is your present employer's name? Government service. What is his address? Auditors' Building, Fourteenth and B Street SW., Washington, D. C. Are you satisfied with the kind of work you are now dong? No. If not, why? Inside work does not agree with me.

What work do you think you could do if you were given training? First choice, law or medicine; second choice, agriculture or electricity.

Remarks: My two years in the Cavalry have made me know that inside work affects me in many ways; have a noise in my head which bothers me so while confined, while out doors I do not feel same so much.

JOHN J. DAVIS.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

AUGUST 28, 1919.

Mr. JOHN JOSEPH DAVIS,
1712 Fifteenth Street NW., Washington, D. C.

DEAR SIR: Some days ago we arranged for you to be examined by Dr. Rench in order to enable us to push through your application for training. We have as yet received no report from the doctor of this examination.

Will you kindly inform me whether you have yet been there and taken the examination? If not, you should do so as soon as possible, because we can not handle your case without this medical report, and we wish to do everything possible in your behalf.

Very truly, yours, DR. FRANKLIN JOHNSON.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

OCTOBER 8, 1919.

Mr. JOHN J. DAVIS,
1712 Fifteenth Street NW., Washington, D. C.

DEAR SIR: On August 11 we wrote you a letter to Dr. Rench asking him to give you a special ear examination. We have a report from Dr. Rench that you did not appear for this examination.

We have a letter from the Baltimore office which states that your papers are complete and ready for action, with the exception of the medical report. We are therefore advising you to take the inclosed letter of introduction immediately to Dr. Rench for the ear examination in order that we may handle your case without further delay.

Very truly, yours, F. M. PHILLIPS.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

OCTOBER 8, 1919.

From: F. M. Phillips, room 100, No. 200 New Jersey Avenue NW.
To: Dr. Victor B. Rench, 1300 Rhode Island Avenue NW.
Re: Davis, John Joseph.

DEAR SIR: This will introduce to you Mr. John Joseph Davis, who reports to you for an examination of the ear.

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Kindly make this examination and send report of the same to this office in the inclosed envelope.

Thanking you for your attention in this case, I am,

Very truly, yours,

F. M. PHILLIPS.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

WASHINGTON, D. C., *October 21, 1919.*

Mr. F. M. PHILLIPS,
Federal Board.

DEAR SIR: A careful examination of ears of J. Davis reveals: Right ear, watch, 4 inches; whisper, 2 feet. Left ear, watch, in contact with ear; whisper, negative. Applicant claims that he had good hearing prior to entry into service, but following repeated colds, hearing became bad.

He has deflected nasal septum, which should be corrected, as this will assist in treatment of his ears.

Applicant wishes to pursue study of agriculture; his hearing is sufficiently acute for this work, and out-of-door life would be beneficial.

Very truly,

V. B. RENCH.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

NOVEMBER 25, 1919.

From: District vocational officer, district No. 4.
To: Bureau of War Risk Insurance, Compensation and Claims Division, Washington, D. C.
Re: Davis, John Joseph, 1712 Fifteenth Street NW., Washington, D. C.
Attention: Mr. Hallett.

DEAR SIR: Will you kindly advise us the status of the compensation claim in the case of the above-named man?

Very truly, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

DECEMBER 11, 1919.

From: District vocational officer, district No. 4.
To: Branch office, district No. 4, 1410 Pennsylvania Avenue, Washington, D. C.
Re: Davis, John Joseph, 1712 Fifteenth Street NW., Washington, D. C.
Attention: Mr. Phillips.

DEAR SIR: We have a survey in the case of the above-named man made by Mr. Greenleaf in August, but no Army Medical and no copy of his discharge certificate. He has recently been classified as a major case, but this Adjutant General's Office record, as shown on our Form 213, states that at the time he was discharged he was physically and mentally sound. It will be necessary, therefore, to connect up his disability with his service, and we ask that you get the usual affidavit, together with copies of his discharge certificate, for our files.

Very truly, yours,

W. H. MAGEE.
District Vocational Officer.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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WASHINGTON, D. C., *December 18, 1919.*

I, John Joseph Davis, residing at 1712 Fifteenth Street NW., Washington, D. C., do depose and say:

1. That I was enlisted into the United States Army on May 26, 1917, at New York City; that I served as private until summer of 1918, when I was made corporal; that because of breaking quarantine in Fort Myer, 1918 (during "flu" time) I was reduced again to private first class; that I was discharged April 8, 1919.

2. That at the time of my enlistment I was in good physical condition.

3. That after enlistment I was sent to Fort Oglethorpe, Ga., to build roads, make stables, etc.; that the weather was rainy, the ground marshy, the hours long (7.30 to 4.30); that I caught a heavy cold which settled in my head, and I noticed at the time that my hearing was affected; that I was transferred to Newport News, Va., and reported several times on sick call to the hospital; that after a consultation of doctors at that hospital it was decided not to operate on my left ear because at present I have a slight hearing in that ear which is preferable to total deafness in that ear as the probable result of the operation; that this was the last time that I tried to get medical treatment for my ear in the Army; that I was transferred to Fort Meyer, where I had an attack of "flu."

4. That I suffer continually with deafness in the left ear; that this is a serious handicap to me in my work.

5. That the above-mentioned symptoms are such that I am not able to take up my old job as salesman in butcher shop in Brooklyn, N. Y., with the success I formerly had.

6. That I appreciate the penalties in fine and imprisonment to which I may be liable for obtaining support from the Government under false pretenses.

8. That I believe myself entitled to such training and support.

9. That I hereby make claim therefor and request that my case be taken up for decision.

JOHN J. DAVIS.

DISTRICT OF COLUMBIA, *ss:*

Subscribed and sworn to before me this 18th day of December, 1919.

[SEAL.] WALTER J. GREENLEAF,
Notary Public.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

JANUARY 6, 1920.

From: District vocational officer, District No. 4.
To: Branch office, District No. 4, 1410 Pennsylvania Avenue NW., Washington, D. C.
Re: Davis, John Joseph, 1712 Fifteenth Street NW., Washington, D. C.
Attention: Mr. W. J. Greenleaf.

DEAR SIR: We note your survey in the case of the above-named man, under date of August 11, states that he has been a bookkeeper for his father (a butcher) for a period of 11 years.

He states in his affidavit that his disability will prevent him from returning to his former occupation as a butcher-shop salesman, while the medical examination gives his occupation as that of manager of grocery store.

We also note that since his discharge from the service he has secured a position as clerk in the Treasury Department at Washington.

In view of the fact that his entire business experience seems to have been on inside work, we very strongly question the advisability of recommending for him a course in agriculture. After he had completed such a course the chances are he would find it necessary to go to work on a farm for perhaps $40 a month and his board, unless he was fortunate enough to connect up with some large place in a more or less executive capacity. Can you not find something that would offer him a better opportunity in the future, and at the same time give him the out-of-door training which he desires?

Very truly, yours.

W. H. MAGEE.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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JANUARY 10, 1920.

From: W. J. Greenleaf.
To: District vocational officer, Baltimore, Md.
Re: John J. Davis,. 1712 Fifteenth Street NW., Washington, D. C.
Attention: Mr. Dimmick.

DEAR SIR: This man was requested to consult with this office in regard to changing his training from agriculture to some other course. To-day he called and states that he still makes the same request for agriculture.

Before service he was assisting his father in a combined grocery store and butcher shop in Brooklyn, N. Y. He has several brothers and is evidently capable of managing a farm of his own, which he tells me is his aim as soon as possible.

He has friends in Virginia with whom he is able to work until able to branch out for himself. He tells me that he has had this training in mind ever since his first interview and makes no other request.

Personally I think this training suitable and what he should have. He is a man who is able to look after himself and will not have to work out for somebody at $40 per month.

Will you try and write him personally within the next week, as I assured him he would hear from this case by that time.

Very truly, yours,

W. J. GREENLEAF.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FEDERAL BOARD FOR VOCATIONAL EDUCATION, DIVISION OF REHABILITATION.

[Roman numerals refer to page of Service Record.]

I. Name, Davis, John Joseph. I. Org., Tr. D. Eleventh Company. I. Ser. No. 2353335.
II. Single. III. Character, excellent.
III. Honorably discharged at Fort Myer, Va., April 8, 1919.
IV. Grade, private first class.
IV. Wounds in action, none.
VII. Allotments, no dep. allotment.
XIV. Place of separation from service, Fort Myer, Va.
XIV. Reason for separation, H. D. Prov. of cir. 77, par. 9 S. O. 86 Hq. E. Dept. April 7, 1919.
XIV. Address for future reference, 522 Seventy-second Street, Brooklyn, N. Y.

Attested true extracts from official military record of this man.

L. C. CRAWFORD,
Colonel, United States Army.

DISABILITY.

A. G. O. Form 17. A. G. O. Form 135-3.
Soldier's statement, no disability.
Examining surgeon's statement: He is physically and mentally sound. L of D not stated; no disability Fort Myer, Va.

I. E. HUNTER, M. C.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN,
Notary Public.

Board of Review's statement, received December 5, 1919. Federal Board for Vocational Education D. V. O. No. 4.

Form 52: Date of adv., April 8, 1919. Date of disp., April 10, 1918. Emerg. Hosp. Cp., Stuart, Va. In line of duty, constipation (acute).

Form 52: Date of adm., November 14, 1917. Date of disp., November 21, 1917. Attending surg. office Port of Emb., Newport News, Va. In line of duty, contusion, moderately severe upper third, right thigh acc'd. in, being kicked by horse while at drill on Casino grounds, Newport News, Va., November 13, 1917.

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FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR DISABLED
SOLDIERS, SAILORS, AND MARINES.
Washington, January 29, 1920.

From: Chief Division of Rehabilitation.
To: D. V. O., District No. 4.
Subject: Name, Davis, John J., private, first class, Troop D, Eleventh Cavalry.

The case of the above-named man has been reviewed and you are directed to take the type of action indicated by check mark below.

1. Inform the man that he is eligible for training and provided that his disability was incurred, increased, or aggravated while he was a member of the military or naval forces or his disability is traceable to service with such forces.

2. Inform the man that there is some doubt as to his eligibility for training. Make arrangements to get the substantiating evidence as soon as possible and resubmit case to central office representative.

3. Inform the man that he is not considered eligible for section 2 training in the light of the information in your possession. Offer him section 3 training Explain to him his right of appeal. If he does not care for section 3 training prepare recommendations for closing, and forward to central office with surveys and medical data at your convenience.

4. Obtain the information checked below and resubmit case to central office representative:

(a) Form 213 or Form 226 or affidavit from man stating that his disability was due to service.

(b) A medical examination.

(c) Certified copy of certificate of discharge or affidavit stating that he was discharged under honorable conditions and explaining why the discharge is not in his possession.

UEL W. LAMKIN,
Chief Division of Rehabilitation.
By F. U. GREER,
Representative Central Office Case Board.

I certify this to be a true copy.
[SEAL.]
MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

MARCH 11, 1920.

From: District vocational officer, District No. 4.
To: Washington branch office, box 647, Eleventh Street Station.
Re: Davis, John J., 1712 Fifteenth Street NW., Washington, D. C.

DEAR SIR: Herewith is a copy of our letter of February 20 to the above-named man. In further explanation permit us to state that Form 213 shows that this man received a slight contusion of the right thigh, accidentally incurred while drilling at Newport News. It will be noted that training is requested on the ground that deafness has resulted in both ears. Hence it is necessary to connect Mr. Davis's present disability with his Army service. We shall be glad to have you get in touch with Mr. Davis and secure the necessary affidavit.

Yours, very truly,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]
MARYE E. LARKIN, *Notary Public.*

My commission expires February 13, 1925.

Mr. LAMKIN. The next man that you had was Benjamin Dunstall.

The CHAIRMAN. Yes; that is the one I have in mind.

Mr. LAMKIN. Contact was first made with this man some time prior to July 22, when the man was in hospital. I might add right here, Mr. Chairman, that boys who live outside of the territorial limits of the United States are handled through the Baltimore office, although over the line in Canada they are handled by the district

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nearest to the Canadian line, but as a general clearing house they are handled by the Baltimore office.

Mr. ROBSION. Why is that? Why do they clear cases from the Baltimore office?

Mr. LAMKIN. It has to be cleared through one branch office. Because of our relations with outside Governments we very frequently have to take them up through the State Department to reach men in other countries, and where there is no difficulty, such as in the Canadian case, it is referred immediately, as this case was, to our agent in Buffalo, N. Y., as Mr. Dunstall gave his address as Toronto, Canada.

On July 22, 1919, the case was transferred to the Baltimore office from the New York office, as it was a case where a man lived outside the territorial limits of the United States. On August 22 the Baltimore office wrote to the man at Toronto, Canada, the address obtained from a survey.

On the 25th of September the man was still in the hospital. The name had gotten by the Baltimore office and the office had written to him in Toronto, Canada, and the letter had not been replied to; the man had not been discharged from the Army.

On the 25th of September the man was surveyed at General Hospital No. 2 prior to his discharge.

The CHAIRMAN. Isn't Dunstall the man that did not get any word from the War Risk Insurance and was not receiving any money at all?

Mr. LAMKIN. Yes, sir; that is what he stated; and he gave his address, Mr. Chairman, as Toronto, Canada.

On December 3, 1919, the district was still asking the Buffalo office to locate Dunstall, who had given his address as 295 George Street, Toronto, Ontario, Canada.

He called in the New York office—I believe it was along in the latter part of January, if I remember correctly—and when he was in the New York office he was approved for training, and at the Newark Technical School for a try-out period of 60 days. He entered the Newark Technical School on the 8th day of March. Here is a carbon copy of his survey, showing his address as 295 George Street, Toronto, Canada.

The financial record shows that the man entered training on March 8, 1920, at the Newark Technical School. Rate of pay, $80 per month; that he was mailed a check for $61.33 for the period ending March 31; that he was transferred—his transfer record shows he was transferred from a hospital in the city of New York to Fort McHenry on the 22d of July, and that he was sent back from Fort McHenry to New York on the 30th of October. The bureau states—we called at the bureau that afternoon, and they stated that his compensation at the rate of $30 a month had been paid from October 4, 1919, to March 8, 1920; that the checks had been mailed to 295 George Street, Toronto, Canada; that they were unclaimed and returned to the bureau; and that the bureau did not receive notice of a change of address until the 24th of March, his new address being 117 North Avenue, Cranford, N. J., to which the boy's checks were sent.

The CHAIRMAN. Has that been since the boy was here?

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Mr. LAMKIN. No; the checks got to him since the boy was here; but they have been sending his checks to Canada.

The CHAIRMAN. That explains it, then.

Mr. LAMKIN. And they did not know what his address was. Now, I immediately wired our New York office the day the boy was here that Dunstall was here, and that he had no money and that a check for $61.33 had been sent to him, and to look for the boy when he came back to Newark and see that he got him money and see that he got the training.

The CHAIRMAN. Before you leave the Dunstall case, Mr. Lamkin, how close are you to the information—specific information—as to the character of work that is done in that Newark school?

Mr. LAMKIN. That is just what I was going to discuss with you right now, if I may.

The CHAIRMAN. His story was not a very encouraging one.

Mr. LAMKIN. Here is the report which I asked for from the supervisor of training, Mr. Hamilton:

APRIL 23, 1920.

COLLEGE OF TECHNOLOGY, NEWARK N. J., FORMERLY KNOWN AS NEWARK TECHNICAL INSTITUTE.

1. The above-named institute had for a number of years a very small day enrollment and a large evening enrollment. During the daytime facilities were largely not used. Early in 1919 arrangements were made through the director, Dr. D. R. Hodgdon, with the board of trustees to organize special classes for day instruction for students under the supervision of the Federal board.

2. The institution had the usual difficulties in securing suitable instructors and getting supplementary equipment to provide instruction as the number of men to be trained increased. During the summer and early fall the work steadily improved both in number of classes, types of instruction, and also in organization.

3. Following that, however, the work was subject to very serious interruptions and setbacks. The director, Dr. D. R. Hodgdon, resigned in October, 1919, to take a larger position in Chicago. For a considerable period the school was without a director. The Federal board students were under the supervision of a faculty committee, and there was not the utmost cooperation and harmony between two members of the committee, one of whom was a very active candidate for the position of director.

4. Our coordinator stationed at the institution, Mr. A. P. Fant, found great difficulties in getting prompt attention to the needs of the Federal board students through this cumbersome committee arrangement, but the potential facilities were too good to abandon and, furthermore, the number of men constantly being awarded training in District No. 2 made it necessary to preserve the arrangements if possible until a new director came on the scene.

5. The new director, Mr. A. R. Cullimore, formerly dean of engineering at Delaware State College, came to the institution about the middle of January, 1920. Obviously, he could not correct immediately the accumulated bad conditions.

6. Again, our coordinator, Mr. A. P. Fant, left the service for a better position on February 2, 1920, and was replaced by a man who had not had any previous contact with this institution or the disabled men therein. The institution has been visited by representatives of the central office as well as representatives of District No. 2 office. Suggestions have been made for improvement of the work and a very definite recommendation that one instructor should be removed in order to make improvement possible has been made and followed by the institution.

7. We have every reason to believe that the institution will cooperate to the greatest extent and with a good understanding of the work. Director Collimore was a major in Reconstruction Service of the Surgeon General, United States Army.

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That was based, probably, on a report dated February 20, from Mr. Smiley, the supervisor of training in New York, concerning the instruction at the Newark Technical School:

FEBRUARY 20, 1920.

From: Mr. W. I. Hamilton, superintendent of training.
To: Mr. P. H. Smiley, supervisor of advice and training, acting, district No. 2.
Re: Instruction, Newark Technical School.

DEAR SIR: The English instruction for students of less than a complete elementary education at the above-named institution has been unsatisfactory for a long time. It was not thought advisable to take radical action during the time when the trustees were searching for a new director. We have always been of the opinion that this school, favorably located in the center of so many industries, could render very valuable service to disabled men by organizing its resources, courses of study and training arrangements with industrial plants so as to meet the needs of students sent there.

The retiring director was in entire sympathy with such a development, and the attitude of the Federal board has been shown by the support it has given in supplementing equipment, making changes in the building, and in other ways. We desire to continue to use the institution and lead out to a broader program of training than has heretofore been carried out.

The present director has the confidence of the board and its staff, both in the Vocational Education Division and the Rehabilitation Division. I do not know Maj. Cullemore personally, but I have known of him by reputation and his services were sought early in the rehabilitation work. We did not succeed in securing him. I am confident he would be entirely unwilling to be connected with an inefficient educational or training enterprise. His desires and ours are identical and are entirely in the interests of the disabled men.

On the basis of the report given me to-day by Miss Ensor, agent of the central office training section, and yourself, I can not escape the conclusion that the English work must be radically changed. A description of the work observed needs no argument to prove that it is not correlated with the men's experience, and is ill-adapted to their capacity. The teaching of English to adults has been well developed in the last few years in certain lines not entirely satisfactory for our use, but teaching methods and technique have been developed which are of use. The present teacher seems to be unaware of any such developments, and I judge, unwilling to change his own. This being the case, clearly a change of teachers is necessary.

Our experience has been for the most part, women teachers of the right type and personality, are more successful than men in teaching English to men of the type we are now discussing.

Contracts with every institution call for instruction which shall be satisfactory to the duly authorized representatives of the board. As the representative of the district vocational officer, in matters relating to training in district No. 2, you have the responsibility of certifying that the instruction is as satisfactory as can be obtained under the conditions surrounding our work. You should take immediate steps with Maj. Cullemore to secure for the benefit of the disabled men the service to which they are entitled, and for which the Federal Board is paying.

I believe you and the director of the school will find yourselves in entire agreement on this proposition; but if he finds it impossible to bring about the necessary changes, you have only one recourse, namely—to recommend the transfer of the men now at the school, after giving the director a reasonable time to comply with your suggestions.

Please file a copy of this communication with Mr. Clark for his information, and with the director of the school if you desire.

Very truly, yours,

(Signed) W. I. HAMILTON,
Superintendent of training.

APRIL 26, 1920.

I certify that this is a true copy of the original letter written by Mr. W. I. Hamilton to Mr. P. H. Smiley.

P. H. SMILEY,
S. C. LONG.

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The man who was writing this report, Mr. Smiley, was connected with the War Department in the S. A. T. C. work during the war. He sought to enlist and the War Department declined to let him in.

As a result of this communication a teacher in that school was removed, Maj. Cullimore has taken charge and is getting satisfactory service for the men there now.

Mr. ROBSION. What is the date of that?

Mr. LAMKIN. This letter is the 20th of February.

This letter is dated the 8th of April, from Mr. H. F. Reagle, training assistant, in regard to Ben Dunstall:

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
New York, April 8, 1920.

From: F. H. Reagle, training assistant.
To: P. H. Smiley, supervisor of training.
Re: Dunstall, Benjamin, 23210.

In accordance with your instructions regarding the above-named man, wish to state that the man's folder was delivered to Mr. Lamkin on March 14, and was signed for by him. Please note the following facts regarding the man's status:

Form 107, approving the man for a two months' try-out course at the Newark Technical School, was issued on March 8, 1920. He entered this school on March 8 and was placed in the auto mechanics shop, remaining there March 8 and 9. On March 11 he reported to the office of the coordinator and requested a transfer to the Gilsleider sign shop, Montclair, N. J., for a course in sign painting. He did not attend school on the 12th, but returned on the 15th and stated that he did not desire a transfer to the course in sign painting, but wished to take up a course in electrical wiring. He was told to report to the instructor of the electrical class that same morning, but failed to appear. The instructor says he did not register in that class. He says that he does not know the man.

This information was obtained from Mr. Lavenburg, coordinator of the Newark Technical School. A check for $61.33, which is the man's pay from March 8 to March 31, is now at the school and will be held there until further notice.

FRANK H. REAGLE.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C., April 6, 1920.

From: Mr. Luce.
To: Mr. Lamkin.
Re: Dunstall, Benjamin.

Federal board record: Entered training March 8, 1920, Newark Technical High School; rate of pay, $80 per month.

Case superintendent's pay roll March 31, $61.33.

Disbursing officer's record—check for $61.33 mailed March 31.

Transfer record: Transferred from district No. 2, hospital in New York, to district No. 4 (Fort McHenry) July 22, 1919.

Transferred from district No. 4 (Fort McHenry, Baltimore) to district No. 2 (New York) October 30, 1919.

Bureau record: Compensation $30 per month paid from October 4, 1919, to March 8, 1920.

Checks mailed to 1095 George Street, Toronto, Canada.

Bureau received notice of change of address March 24; new address, 117 North Avenue, Cranford, N. J.

Now, I have another report from him that Dunstall is back at this school, which I will file with these.

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(The papers referred to follow:)

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION, DISTRICT NO. 2,
New York, July 22, 1919.

From: Acting D. V. O., district No. 2, New York, N. Y.
To: Acting D. V. O., district No. 4, Baltimore, Md.
Re: Dunstall, Ben., No. —, N. A., private, One hundred and ninth Infantry, Company B.

DEAR SIR: I am forwarding to-day this case for your attention. Will you kindly stamp "Received" upon the inclosed carbon and return it to us as our receipt?

Yours, truly,

ARTHUR W. GRIFFIN,
Acting D. V. O.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

BALTIMORE, MD., *August 22, 1919.*

Mr. BEN DUNSTALL,
295 George Street, Toronto Canada.

DEAR SIR: We have your name in our files as one of our soldiers, but it is not clearly indicated whether or not you received any disability while in the service.

Before proceeding further with your case we will have to have additional information. Inclosed you will find our Form 90. Will you kindly fill out this form very completely and return to this office? It is our purpose to assist all disabled soldiers that are eligible for such assistance. In your case it will be necessary for us to have more information before we can determine whether or not you are eligible for training and assistance at the hands of this board.

In reply use the inclosed envelope, which requires no postage, and refer to our file No. D–4–18423.

Very truly, yours,

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

BALTIMORE, MD., *October 30, 1919.*

From: District vocational officer, district No. 4.
To: District vocational officer, district No. 2.
Re: Transfer of files for Dunstall, Ben.

DEAR SIR: 1. We are sending you herewith inclosed by registered mail complete files in the case of the above-named man, who is located within the jurisdiction of district No. 2.

2. Kindly acknowledge receipt of same.

Very truly, yours.

W. H. MAGEE,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

NEW YORK CITY, *December 8, 1919.*

From: D. V. O., District No. 2.
To: Mr. J. S. Derham.
Re: Dunstall, Ben, 295 George Street, Toronto, Canada.

DEAR SIR: 1. Required: Copies of discharge, medical data if available, and affidavits X–1 and X–2.

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2. Synopsis: 36 years old. Fourth-grade education. Formerly farmer, 2 years; coal miner, 4 years; and general laborer the rest of the time. Disability, gunshot wound in left thigh, F. C. C. fracture femur.

3. Note: Kindly notify this man from your office when and where he will be able to see you.

Very truly, yours,

S. E. FARWELL,
District Vocational Officer.

P. S.—Field agent please answer on back of this sheet or attach answer to this sheet. Carbon copy inclosed for your files.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

BUFFALO, N. Y., *December 10, 1919.*

From: John S. Derham, V. A.
To: Mr. Ben Dunstall, 295 George Street, Toronto, Ontario, Canada.

DEAR MR. DUNSTALL: Attached find two affidavits and two blanks for copies of your discharge, which I trust you will have filled out and return to this office immediately, in order that your case for training may go through.

Also attached find blank for medical report, which, if you will have filled out by a doctor, I will be pleased to send to New York for you. Should you desire to take up this matter further with me, I would be pleased to hear from you, and it may be possible that I can arrange transportation for you to come to Buffalo. However, I will be pleased to hear from you, whether or not you are still interested in training with the Federal board.

Very truly, yours.

_____, *V. A.*

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

FEBRUARY 28, 1920.

MR. BENJ. DUNSTALL,
117 North Avenue, Cranford, N. J.

DEAR SIR: We are glad to inform you that we are authorized to offer you a course in tryout course at Newark Technical School, 367 High Street, Newark, N. J., for a period of 60 days, with the understanding that further training will be provided at the expiration of this period if an extension of course is found to be necessary and advisable.

Please find inclosed Forms 115-a, 115-c, and 544. Instructions given on the forms indicate clearly how they are to be used. If the dependency blank (Form 544) can not be executed at the same time that you mail your notice, of course, (Form 115-c), it should be forwarded as soon thereafter as possible in order that your name may be placed upon our pay roll for the proper amount without delay.

It may be a month before your first check arrives, but after receipt of the initial check you may expect prompt payment on or about the 5th and 20th of each month. If you need funds to carry you over the first month, do not hesitate to notify us and we will endeavor to secure an advance for you.

We hope that you will be able to begin training on the date indicated, but if for any reason you find it impossible to do so, please inform us immediately, giving your reason, so that we may take such steps as are necessary.

We trust that you will find your course satisfactory, but we will always be ready to consider any recommendations which you may wish to make. We will gladly answer any questions which you may desire to ask and which are not taken care of by the instructions which are inclosed.

Yours, very truly,

S. B. FARWELL,
District Vocational Officer.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

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FEDERAL BOARD FOR VOCATIONAL EDUCATION,
New York, February 28, 1920.

I, Benj. Dunstall, of 117 North Avenue, Cranford, N. J., began a course in try-out course at Newark Technical School, 367 High Street, Newark, N. J., to begin March 8, 1920, and last 60 days unless otherwise ordered.

BEN DUNSTALL.

Please sign and return to the Federal Board for Vocational Education, 469 Fifth Avenue, the day you begin your course. If you do not enroll on the date indicated insert the correct date. This is important, as your name can not be entered on the pay roll until this form is received correctly filled out. Use the official envelope inclosed. "Return direct to Miss Beuchler."

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
New York, February 28, 1920.

Mr. BENJ. DUNSTALL,
117 North Ave., Cranford, N. J.:

You are hereby notified to take a course in try-out course at Newark Technical School, 367 High Street, Newark, N. J., to begin March 1, 1920, and last 60 days, unless otherwise ordered by the Federal Board for Vocational Education.

(Signed) ——— ———,
Acting D. V. O.

Please preserve, as this is your authority for taking the above course.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

FEDERAL BOARD FOR VOCATIONAL EDUCATION, DIVISION OF REHABILITATION—NOTICE OF COMMENCEMENT OF COURSE.

MARCH 2, 1920.

District office No. 2-23210.

Notice is hereby given that—

1. Name, Dunstall, Benj., 117 North Avenue, Cranford, N. J.
2. Rank or rating, private. Company B, One hundred and ninth Infantry.
3. Dependents, to be submitted later.

Commenced a course of vocational training under section 2 of the vocational rehabilitation act—

4. In try out; approved by central office February 19, 1920, FSGCOCB.
5. At Newark Technical School Institute, 367 High Street, Newark, N. J.
6. On the 8th day of March, 1920, for a period of 60 days.
7. To terminate on the 15th day of May, 1920.
8. And during the period of training is entitled to receive under the vocational rehabilitation act, as amended, $80 per month.
9. Cost of instruction, $30 a month.

HARRY C. TRAVELBEE,
Assistant to the D. V. O.

Appproved:

FEDERAL BOARD OF VOCATIONAL EDUCATION,
By ——— ———,
Chief, Division of Rehabilitation.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

FEDERAL BOARD FOR VOCATIONAL EDUCATION—INDIVIDUAL SURVEY AND RECORD.

Name, Dunstall, Ben.; present address, base hospital, ward 40; home address, 295 George Street, Toronto, Canada; enlisted February 28, 1918; place, State Street, Chicago; rank, private; organization, One hundred and ninth In-

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fantry, Company B; D. V. O. No. 23210; notification, George Greenway; date of birth, June 4, 1884; race, white; birthplace, Toronto, Canada.

Next of kin's, or nearest friend's, name, George Greenway; address, 295 George Street, Toronto, Canada.

Dependents, none.

Education: Grade completed, fourth. Speaks English? Yes. Writes English? Yes. Academic degree, none; college, none; professional or technical school, none; correspondence, or evening, courses taken, none; other education (foreign languages, etc.), none.

Received. Federal Board Vocational Education. July 14, 1919. District No. 2, New York City.

Vocational survey: Occupation at time of enlistment, farming; 10 years; wages, $45 per month. Principal civil employment, iron molder; 5 years; wages, $30 per week. Occupation while in military service, private in Infantry; last employer; William Madison, Kansas City, Mo.; training during convalescence, lettering and designing; occupational preference, artist; reasons, vocation for that kind of work.

Received July 28. Federal Board for Vocational Education. D. V. O. No. 4.

I certify this to be a true copy.

[SEAL.] MABYE E. LARKIN,
Notary Public.

Received. Federal Board for Vocational Education. November 1, 1919. Division of Rehabilitation. District No. 2, New York, N. Y.

Mr. TOWNER. Bearing upon the failure to receive the checks, the record of the testimony of Mr. Dunstall, on page 404 of the hearing—Mr. Vestal asked him the question:

Where did you formerly live?

His answer was: "Lately?"

Mr. VESTAL. Before you entered the service?

Mr. DUNSTALL. I came from Canada.

Mr. VESTAL. Have you received word from the Bureau of War Risk that they had sent your money to some place in Canada?

Mr. DUNSTALL. Yes, sir; I went to Canada and came back again.

Mr. VESTAL. You do not know whether it came back again or not?

Mr. DUNSTALL. No; but they sent it. They said they got some checks that came back.

Mr. VESTAL. What address did you give?

Mr. DUNSTALL. I made a mistake in the address. Instead of giving them South Avenue I gave them North, but I told them at the post office to hold all my mail as I was getting my mail all right there.

Mr. VESTAL. Then, there is some little excuse for the mix-up. That helps a little.

Mr. DUNSTALL. I will get that money all right. I do not care for the money, but for the schooling.

Mr. LAMKIN. Here is this other wire, Mr. Chairman:

NEW YORK, N. Y., *April 23, 1920.*

LAMKIN,
Northwest corner Nineteenth and D Streets NW., Washington, D. C.

Re case Benjamin Dunstall. No. 107-B submitted. Man in training Newark Technical School.

CLARK.

The next soldier who came, Mr. Chairman, was Irving Kanter. They have as much trouble in the New York office with Irving Kanter as with any of the men who have been there. I think that all of us are agreed that the harder the case is to handle the more patience it takes. I think that a careful reading of the testimony will show that Kanter was offered training in Newark, N. J., and declined to go, stating that he could not learn anything over there;

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could not get anything at the place of training over there. Here are some exhibits showing that we tried to put him into the same kind of work that he was in.

That die there [showing] is made by a boy who was in training only a few weeks. This engraving [showing] was made by a fellow who was in training over there at the same kind of work that Kanter was offered. This other man was there six weeks in the shop when this work was done.

The situation in regard to Kanter was, he was awarded training and he wanted precious-stone setting and it could not be given him, as he was told, on account of the strike in the city of New York, and he was offered training along a related line and declined to take it because it was in Newark. He was taken out of the Educational Alliance in New York, as I understand it, because of misconduct.

Mr. ROBSION. Was that Kanter?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. Would it be proper to say what the misconduct was?

Mr. LAMKIN. I really do not know, Mr. Robsion. I would be very glad to say if I did. He came into the New York office and he has made the statement here as to what the New York office said about him, and the men in the New York office have made sworn statements as to what he said about them, and I do not care to put them into the record. I think that the boy should have another chance, and he is going to have another chance.

This man had a double hernia. He was approved for training as a jeweler for the period of one year on the 8th of January, 1919. He started training in Seward Park Rehabilitation Center, New York City, on January 21, 1919. On the 28th of February he discontinued training. He wanted training in jewelry manufacturing in New York City only. On account of the strike in that trade in this city, they could not place him, and he refused to take training anywhere else.

On the 16th of February he called up the New York office and was interviewed by Mr. Wheeler, placement officer, who explained to him in detail why it was impossible to place him in training in the jewelry business on account of the strike. In answer to Mr. Wheeler's explanation of existing conditions in the trade he was very insulting, saying he had been to Washington and was there told he could have any training he desired, and that he could be placed in the jewelry trade at once upon presenting himself to the New York office.

The placement officer at Newark, N. J., stated that he would place Mr. Kanter with Riker Bros., jewelry manufacturers, at 42 Court Street, Newark. He was told to report there and begin work. The man did not report. On the 17th of March he was started in training as a fountain-pen maker, with H. B. Dodds, 187 Lafayette Street, New York City. On the 24th of March the following letter was received from Mr. H. B. Dodds:

> Irving Kanter was employed by me March 18 to 22, during which time he worked 13 hours and 40 minutes—5 days. This was very unsatisfactory; therefore I discharged him on March 22, as it is imperative that my employees work steady.
>
> HARRY B. DODDS.

The CHAIRMAN. What is the policy of the board in a case of that kind—where a case of that kind arises? Here is a fellow that was

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placed at work; he is not satisfactory; he is dismissed; yet he is a soldier and he is entitled to training, and what are you going to do with him?

Mr. LAMKIN. Mr. Chairman, the wisest man in the world once said we had to bear with some people—forgive some people "seventy times seven times," and while we can not go quite that far with these men, yet the intense human problem requires us to give these boys just as many chances as we can, and it is a pretty difficult thing sometimes for a Government employee or anybody else who is working with men to stand up and take the things they say about them, and say, "Well, we are going to give you another chance." But we are going to do it in the Kanter case, as we are doing it in hundreds of other cases. I think the last boy I talked to in the St. Louis office was a fellow who was entitled to training.

We tried him at three or four different places and he had "gone wrong" every time, and I had to talk to him in a way that I hope nobody will ever have to talk to my boy, but if necessary they should talk to him in that way. I said, "We are going to give you one more chance; this is your last one; if you don't profit by your training this time, we are through; we are done; training would not then be feasible in your case." The last I heard of him he was making good. And those are some of the very, very difficult problems that this board has to handle.

As I said to you yesterday, in discussing the relative difficulty of the work of the board and of the bureau, it is not a question of determining the physical disability and sending out checks to the man, to let him do as he pleases with, but it is our job to follow up these boys, to help them make citizens of themselves.

The CHAIRMAN. There isn't any doubt but what there will be disappointing cases in perfectly well people. I know that. My experience shows that. Now, here are boys, shocked, some of them, because of what they have been through—most of them—and there are a good many circumstances under which they are different from what they would be if they had not been in the service, and I can see that it is absolutely necessary to exercise quite a different attitude of mind toward them than you would if they were simply college boys, boys in vocational work. I would not be at all surprised to find that that problem was very much more complicated by virtue of the disability they suffer, and I have thought that it is so rational that unless you did exercise the finest spirit of overlooking shortcomings, there would be many things left undone that ought to be done.

Mr. LAMKIN. I think that is the attitude of the board. I know it is the attitude of the officials of the board. Sometimes it is very hard to get that to the employees that come in immediate contact with the men.

Mr. TOWNER. This Kanter case—I don't find it, but my recollection was that he was sent to a preparatory school—that he was deficient in education.

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. And was there for a short time, perhaps, and then he said he was informed that they would not allow him to continue there any longer. What information have you regarding that?

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Mr. LAMKIN. That is the Educational Alliance or the Seward Park Rehabilitation Center, as it is called in New York. It is a very difficult problem—a very sensitive matter.

Mr. TOWNER. Would you rather have that kept out of the record?

Mr. LAMKIN. I have no objection to putting that into the record. It has given us considerable concern. The board has no authority to give these men English only, so we have notified them that they must take some other work, some vocational work in addition to that.

Mr. TOWNER. Why do you say that, Mr. Lamkin?

Mr. LAMKIN. English does not lead to a vocation, Mr. Towner.

Mr. TOWNER. Why not? Supposing a man is going to become a letter writer, we will say, or a clerk, and he is deficient in his English; doesn't that lead—isn't that preparation for that work?

Mr. LAMKIN. That is vocational; yes, sir. There is no question about that.

Mr. TOWNER. Well, I can hardly conceive of where a man was deficient in English that it would not lead to better preparation for his vocational training.

Mr. LAMKIN. I think you are right about that. I think there is no doubt about that. It would be better preparation for his vocation.

Mr. TOWNER. For instance, a man who can not write a letter at all—and I presume there are a good many instances like that.

Mr. LAMKIN. Very many of them.

Mr. TOWNER. And that is teaching in English.

Mr. LAMKIN. But that is not the case with Kanter.

Mr. TOWNER. Well, you made the general statement that teaching English alone would not lead to a vocation.

Mr. LAMKIN. English alone would not lead to a vocation.

Mr. TOWNER. It might; but in this particular case, you say it would not? That is the statement you make?

Mr. LAMKIN. Yes; that is true. Another answer is this, that a man who needs training only in English will never make a correspondent or a success in commercial work, or things of that kind; and so we are requiring that some other subject be given along with the English instruction. Now, it is a very serious question with us as to whether or not the work that is done in the Seward Park Rehabilitation Center is worth what we are paying for it.

Mr. TOWNER. Well, that is a practical question.

Mr. ROBSION. What do you pay?

Mr. LAMKIN. My recollection is that they have been paying $15 a month. I am not sure about that. It is a part of the regular system of education in New York City. It is a part of the New York City school system, and our contract is with the New York City Board of Education. They have a man by the name of Mayman in charge of it, and within the past two or three days I have had two definite conflicting reports in regard to it. One was that it was not worth what we are paying for it, and the other was that it was decidedly worth what we are paying for it. And it has always been—at least, it has been for several months—a very serious question as to whether or not the men were getting there what they ought to have. We are going to give Kanter training, and will give English along with his other training.

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The next case is the case of Henry B. Katzen. The discharge certificate shows that Mr. Katzen was discharged with "no disability." He also complains of delay.

On the 7th of August, 1919, the New York office wrote asking him to call. On the 6th of October a letter from the vocational adviser at Newark, N. J., states that the man had not definitely decided on a course of training until after he went to the Newark Technical School to look up a course, and it further states that on the 1st of August, on the recommendation of the Public Health Service, he was sent to Mendham, N. J., and afterwards to Mount Bethel, Pa., for convalescence care. I think this was a mental case—no; a tuberculosis case.

Immediately upon receiving that letter from Mr. Dillon, our Newark adviser, the New York office again asked him to call and see Dr. Merriam at the earliest convenience.

On the 9th of October they wrote to the American Red Cross at Newark stating that they had received a letter from Mr. Dillon that the man was unable to work, and stating that on the 11th of August, "it was found he had a very slight disability, so in order to do Mr. Katzen full justice I have asked Mr. Dillon to furnish him with transportation to report at this office for an examination and a conference with our staff." He states that the man has had three examinations, but the information differs. It is a case where "doctors disagree."

On the 17th of November he was sent to Maj. Smith, of the Bureau of War Risk Insurance, which shows that after he had applied to the board and was examined by the medical officer he was found to be suffering from third-degree flat feet and recommended to be fitted with orthopedic arches, to reduce as far as possible the discomfort which the flat feet produced. "Our medical officer is of the opinion that when the condition of the man's feet have improved his nervous condition will likely disappear." That is signed by the medical officer in the New York office.

That was November 17, 1919. On November 18 he was approved for a course in the Newark Technical School.

Mr. Katzen stated before this committee that the Bureau of War Risk Insurance did not find him compensable until October, 1919.

Mr. ROBSION. How long was it from the time he filed his case, made his application, until it was approved.

Mr. LAMKIN. On May 21 the man was surveyed. He was discharged with "no disability" and surveyed May 21. In the month of August at least he was in hospital under care for disability, and he was reported back the 6th of October and was approved for training the 18th of November.

(Mr. Lamkin submitted the following papers in the case of Henry B. Katzen:)

HONORABLE DISCHARGE FROM THE UNITED STATES ARMY.

Seal of U. S.

Brooklyn Recruiting Station, 142 Ashland Place, Brooklyn, N. Y., Sept. 16, 1919. One bronze Victory Button issued to holder of this discharge this date. E. Rorke, Major of Inf., R. O.

To all whom it may concern:

This is to certify that Henry Katzen, 2340068, Pvt. Co. M, 4th Infantry, 3rd Division, the United States Army, as a testimonial of honest and faithful

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service, is hereby honorably discharged from the military service of the United States by reason of Circular 106, W. D., 1918.

Said Henry Katzen, 2340068, was born in Russia. When enlisted he was 31 years of age and by occupation a storekeeper. He had brown eyes, brown hair, ruddy complexion, and was 5 feet 7 inches in height.

Given under my hand at Camp Dix, N. J., this 13th day of April, one thousand nine hundred and nineteen.

HEBER L. MCALISTER,
Major, U. S. A., Commanding Dis. Unit 4.

ENLISTMENT RECORD.

Name: Henry Katzen, 2340068. Grade: Pvt. Enlisted, or inducted, Dec. 6, 1917, at New York, N. Y., serving in 2d enlistment period at date of discharge.
Prior service: May 26, 1908, to Dec. 27, 1909.
Noncommissioned officer: Never.
Marksmanship, gunner qualification, or rating: Not qualified.
Horsemanship: Not mounted.
Battles, engagements, skirmishes, expeditions: Marne; St. Mihiel; Meuse Argonne.
Knowledge of any vocation: Storekeeper.
Wounds received in service: None.
Physical condition when discharged: Good.
Typhoid prophylaxis completed Dec. 10, 1918.
Paratyphoid prophylaxis completed Dec. 10, 1918.
Married or single: Married.
Character: Excellent.
Remarks: Served in France April 6, 1918; arrived in U. S. A. March 4, 1919.
Signature of soldier: Henry Katzen.

W. JOHNSON,
Major, U. S. A., Commanding Dis. Unit No. 4.

Camp Dix, N. J., Apr. 13, 1919, paid in full $70.50, including Bonus pay of $60.00.

L. D. BRADLEY,
Captain, Q. M. C.

I certify that the foregoing is an exact, true, and literal copy of the discharge certificate of Henry Katzen.
[SEAL.]

ALICE A. GATES,
Notary Public.

FEDERAL BOARD FOR VOCATIONAL EDUCATION.

I. Name: Katzen, Henry B. I. Org. Co. C. 153rd D. B.
II. Married or single: Married. III. Character: Excellent.
Date of enlistment ———.
III. Hon. Dis.: Form—At Camp Dix, N. J., on April 13, 1919.
IV. Grade: Private.
IV. Wounds in action: None shown.
IV. Battles, etc. ———.
VII. Allotments, Class A allot $15 per month.
XIV. Place of separation from service: Camp Dix, N. J., A. G. O.
XIV. Reason for separation: Hendich cir. 106, A. D. 1918.
XIV. Address for future reference: 57 Lillie St., Newark, N. J.
Soldiers statement: No disability; per cent disability not stated.
Examining surgeon's statement: No disability, line of duty not stated, J. W. Bauman, Maj. M. C., Camp Dix Dix, N. J., April 9, 1919.
Board of review's statement: ———.
Percentage of disability: Not stated. Line of duty: Not stated.

L. C. CRAWFORD,
Col. U. S. Army.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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NEW YORK, *August 7, 1919.*

Mr. HENRY KATZEN,
57 Lilly Street, Newark, N. J.

DEAR SIR: 1. Will you kindly call at this office at your earliest convenience and ask to see our Dr. Marriam, relative to your physical examination.
2. Please bring this letter with you when you call.
3. Hoping to see you soon, beg to remain,
Yours, very truly,

UEL W. LAMKIN,
Acting D. V. O.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN.
Notary Public.

My commission expires February 13, 1925.

H. S. S. AMERICAN RED CROSS,
1020 BROAD STREET.
Newark, N. J., October 6, 1919.

From: Federal Board for Vocational Education, 1020 Broad Street, Newark, N. J.
To: D. V. O. No. 2, att. Mr. Collier.
Subject: Henry Katzen, 57 Lilly Street, Newark, N. J.

1. Confirming my telephonic conversation with you to-day, our records here show that Henry Katzen first came in here on May 21st and was surveyed, but did not definitely decide on training until he had been to the Newark Technical School to look up a course given there, after which machinist was advised, and his survey was sent to you.
2. On July 22nd we were notified that the case board had turned his case down. On July 31st additional information was sent to you to support his case, and mechanical draftsman was advised. This advisement would seem to suit the disability claimed by the man.
3. From the Red Cross I have obtained the following information: He was given 25 per cent disability by Dr. W. Henry Bremer, 650 Leonard Street, Brooklyn, on examination for Form 504. From May 9th to the end of July he worked at the Edison Co., earning from $20 to $25 a week, the variation being due to his inability to work steadily.
4. On the 1st of August, on the recommendation of Major Smith, of the P. H. S., he was sent to Mendham, N. J., and after to Mt. Bethel, Penn., for convalescent care. He returned about the 1st of September and has not been able to work since.
Very truly, yours,

ARTHUR DILLON, V. A.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

OCTOBER 7, 1919.

Mr. HENRY KATZEN,
57 Lilly Street, Newark, N. J.

DEAR SIR: Will you kindly call at this office at your earliest convenience and ask to see our Dr. Merriam relative to your case.
Please bring this letter with you when you call.
We are inclosing letter of authority with transportation request.
Hoping to see you soon, beg to remain,
Yours, very truly,

S. E. FARWELL, D. V. O.
By P. MCKELVEY BELL, M. D.,
District Medical Officer.

Dr. Merriam, M. A.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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OCTOBER 9, 1919.

Miss MARY A. JACOBSON,
Chairman, American Red Cross, Newark Chapter,
1020 Broad Street, Newark, N. J.

DEAR MISS JACOBSON: Your letter with inclosed copies of Mr. Katzen's discharge has been received.

I have since received a letter from Mr. Dillon stating that Mr. Katzen has been unable to work for the past few weeks. When he was examined by our physician on August 11 it was found he had a very slight disability, so in order to do Mr. Katzen full justice I have asked Mr. Dillon to furnish him with transportation, to report at this office for an examination and a conference with our staff. Mr. Katzen has had three examinations made already, but the information differs, so that it will be necessary to give his case personal attention to insure Mr. Katzen of getting full justice.

Thanking you for your interest in his and other cases,

Yours, very truly,

S. E. FARWELL,
District Vocational Officer.

Watson, P.

I certify this to be a true copy.

[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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469 FIFTH AVENUE, N. Y. C., *Nov. 17, 1919.*

From: D. V. O. District No. 2, New York City.

To: Major F. C. Smith, War Risk Insurance Bureau, 280 Broadway, New York City.

Re: Katzen, Henry, 19994, 57 Lilly Street, Newark, N. J.

DEAR DR. SMITH: I am referring the bearer, the above-named man, to you for treatment of original war disability.

He was discharged from the service under date of April 13, 1919. He has applied to this board for vocational training, and was examined by our medical officer, who finds that he is suffering from third-degree flat feet, and recommends that he be fitted with orthopedic arches to reduce, as far as possible, the discomfort which the flat feet produce.

Our medical officer is of the opinion that when the condition of the man's feet has improved, his nervous condition will likely disappear. We are, therefore, referring him to you for the necessary arches which he may need, and trust that you will let us have a report stating what you have done for him, and oblige,

Yours, very truly,

S. E. FARWELL, D. V. O.
By C. S. MERRIAM, M. D.,
Asst. D. V. O.

Merriam, M. V.

I certify this to be a true copy.

[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C., November 18, 1919.

From: Chief, Division of Rehabilitation.

To: District Vocational Office, No. 2, New York.

Subject: Katzen, Henry, private Company M Fourth Infantry, 57 Lilly Street, Newark, N. J.

1. I am directed to state that the recommendation that this man be given a course in trade tryout at Newark Technical is approved for a period of 60 days, plus the additional number of days necessary to insure the termination of this course on the 15th or end of the month, depending on the date first occurring. At the end of this period if further training is deemed necessary or advisable recommendation to that effect should be submitted.

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2. You are authorized to place this man in training immediately, submitting Form 107–Rev. (2) within three days of the date the man enters upon his training course. Statements in regard to dependents should accompany Form 107–Rev. (2), if available. If statements in regard to dependents have not been executed at the time the man enters his training course the same should be forwarded as soon thereafter as possible. If, for any reason, you are unable to enter this man in training within one month of the receipt of this approval, you should write this office, setting forth the reasons for the delay.

UEL W. LAMKIN,
Chief Division of Rehabilitation.
J. D. GODFREY, *C. O. C. B.*

I certify this to be a true copy:

[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

TREASURY DEPARTMENT, BUREAU OF WAR RISK INSURANCE, AWARD OF COMPENSATION.

To Mr. HENRY KATZEN,
57 Lilly Street, Newark, N. J.:

In accordance with the act of Congress of October 6, 1917, and the amendments thereto, you are hereby notified that as a private, Company M, Fourth Infantry, who was discharged from the military service of the United States on the 13th day of April, 1919, you are awarded compensation in the amount of $45 per month from the 14th day of April, 1919, on account of disability resulting from injury incurred in the line of duty while employed in the active service. The monthly payment pursuant to this award shall continue during the period in which you are totally disabled. The compensation payable under this award is for yourself and wife. (Important provision of the act.)

All future communications with reference to this case must bear the compensation number C–218885.

Authorized by the Bureau of War Risk Insurance.

R. G. CHOLMELEY-JONES,
Director.

By L. L. H.

This is a true copy.

HARRY D. WILCOX, *Tr. Asst.*

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

NOVEMBER 26, 1919.

Mr. HENRY KATZEN,
57 Lilly Street, Newark, N. J.:

We are glad to inform you that we are authorized to offer you a course in trade try-out at Newark Technical School for a period of 60 days—367 High Street, Newark, N. J.

Please find inclosed forms 115–a, 115–c, and 544. Instructions given on the forms indicate clearly how they are to be used. If the dependency blank (form 544) can not be executetd at the same time that you mail your notice of course (form 115–a) it should be forwarded as soon thereafter as possible in order that your name may be placed upon our pay roll for the proper amount without delay.

It may be a month before your first check arrives, but after receipt of the initial check you may expect prompt payments on or about the 5th and 20th of each month. If you need funds to carry you over the first month, do not hesitate to notify us and we will endeavor to secure an advance for you.

We hope that you will be able to begin training on the date indicated; but if for any reason you find it impossible to do so, please inform us immediately, giving your reason, so that we may take such steps as are necessary.

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We trust that you will find your course satisfactory, but we will always be ready to consider any recommendation which you may wish to make. We will gladly answer any questions which you may desire to ask and which are not taken care of by the instructions which are inclosed.

Yours, truly,

S. E. FARWELL,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FEDERAL BOARD FOR VOCATIONAL EDUCATION—DIVISION OF REHABILITATION.

[BWRI No. C 2-18885. District office No. 2-19944.]

NOTICE OF COMMENCEMENT OF COURSE.

DECEMBER 1, 1919.

Notice is hereby given that—

1. Name, Katzen, Henry; 57 Lilly Street, Newark, N. J.
2. Rank or rating, private. Organization, Company M, Fourth Infantry.
3. Dependents: Mrs. May Katzen. Relationship, wife. Affidavit attached, to be submitted later.
4. Commenced a course of vocational training under section 2 of the vocational rehabitation act in trade try out. Approved by central office November 18.
5. At Newark Technical Institute, 367 High Street, Newark, N. J.
6. On the 1st day of December, 1919. for a period of 60 days.
7. To terminate on the 1st day of February, 1920.
8. And during the period of training is entitled to receive under the vocational rehabilitation act, as amended, $115 per month.
9. Cost of instruction, $30 per month. Cost of books and supplies, $5.

Approved:

FEDERAL BOARD FOR VOCATIONAL EDUCATION.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

INSTRUCTIONS.

1. Use this form for persons placed in training under section 2 of the vocational rehabilitation act only.
2. Seven copies of this form shall be prepared in every case by the district office, the original and five carbon copies—duly signed by the district officer—shall be forwarded to central office and the remaining carbon shall be retained in the district office for its file.
3. In the upper right-hand corner, in space indicated, shall be placed the district office and central office file numbers.
4. On date line should appear the date upon which form is signed by district vocational officer and forwarded to central office.
5. *Line 1.*—Insert in directory style name of person commencing training, viz., surname, first name in full, middle name in full. Example: "Smith, John James."
6. *Line 2.*—Insert Army or Navy rank or rating, military organization, and Army or Navy serial number of person commencing training. Example: "Private, Fifth Infantry, Company L, No. 263785."
7. *Line 3.*—Insert name of dependents in directory style, followed by the relationship to the person commencing training, and the date upon which form entitled "Affidavit covering dependents." was forwarded to central office. Example: "Smith. Mrs. John J.," "wife." "July 18"; "Smith, Maude L.," "daughter," July 18." In cases where the person commencing training has no dependents, the word "None" should be inserted in this space. In cases where

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he has dependents and form entitled "Affidavit covering dependents" is submitted with this notice, the word "Attached" should be written in the third column. Where statement is not attached or has not been previously submitted, the words "To be submitted later" should be written in the column referred to.

8. *Line 4.*—State distinctly the character of course, using terminology employed by central office in approving course. Cases placed in training for courses including English and "try out" courses in other lines must be accurately described. Date of letter from central office approving course must be inserted in space indicated. When cases are placed in training prior to central office approval, insert the phrase "Prior to approval" in space.

9. *Line 5.*—Insert the name and address of institution, firm, or organization at which the training is being given, followed by "Inst.," "Job," "Correspondence," "Private tutor," etc., describing method of training. Example: "Miller's Business College, Washington, D. C.," "Inst."; "Remington Typewriter Co., Ilion, N. Y., "Job." In cases of placement training, word "Job" must be followed by amount of monthly pay to be paid by employer.

10. *Line 6.*—Insert date upon which training is commenced and period of training approved by central office. Do not abbreviate. Example: "14th," "September," "1919," "Six months."

11. *Line 7.*—Insert date of termination of course. Do not abbreviate. The practice of allowing 30 days' probationary employment as part of the period of training has been discontinued. Courses terminate upon expiration of period approved by central office in all cases. If further training is necessary, the case should be taken up with central office for extension of course.

12. *Line 8.*—Insert monthly payments as prescribed by the vocational rehabilitation act as amended July 11, 1919. In cases where dependency is claimed and affidavit has not been previously forwarded and is not attached to this form, the amount shown must be $80.

13. *Line 9.*—Insert cost of carrying training to completion, itemized as indicated. Under the law the board is prohibited from incurring obligations in excess of its appropriation, and district offices are, therefore, admonished to exercise extreme care in furnishing this information.

14. This form must be signed in the space indicated by the district vocational officer, and must be transmitted to central office within three days after the commencement of course. Any subsequent change in status of case as reported hereon, including items of cost, must be reported promtply to central office on Form 107-A.

Mr. TOWNER. He states in his examination that he was examined by a physician eight or nine times. What, if any, explanation is made of that, or is that borne out by your records?

Mr. LAMKIN. This record here states that the doctors disagreed as to his disability, and the boy insisted——

Mr. TOWNER (interposing). He was getting from the War Risk Insurance Bureau a total-disability rating, was he not?

Mr. LAMKIN. He was not awarded compensation until October, 1919, by the bureau.

Mr. TOWNER. And he got $90.

Mr. LAMKIN. But that was awarded in October.

Mr. TOWNER. Well, were these repeated examinations for the purpose of determining the degree of disability, or was that for the purpose of determining the character of training that he should have?

Mr. LAMKIN. The first examination showed that he had a very slight disability and was not entitled to training at all. It states—this letter of October 9:

> When he was examined by our physician, on August 11, it was found he had a very slight disability, so in order to do Mr. Katzen full justice I have asked Mr. Dillon to furnish him with transportation to report at this office for an examination and a conference with our staff.

The Army examining physician said he had no disability when discharged from the service.

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Mr. TOWNER. The probabilities are that he had incipient tuberculosis at that time, and that would be and is sometimes very difficult to diagnose.

Mr. LAMKIN. I think I stated, did I not, Judge, a day or two ago that the Public Health officer who first examined the man, or who examined him at all, stated that he did have tuberculosis, and our doctor stated he did not have tuberculosis; they were to give the boy the benefit of the doubt and give the doctors six months to agree, and that if neither of them said the boy had tuberculosis give him the benefit of the doubt, put him in training with pay and get together—the doctors get together—in six months' time.

Mr. TOWNER. I quite approve of that attitude, but I can very readily see, I think, that it would be a very difficult proposition to know in any given case if a man had tuberculosis in any stage of its development what would be the proper training for him; but with all of those matters admitted, I still should think that there would be no justification for eight or nine consecutive examinations by physicians.

Mr. LAMKIN. I am inclined to agree with you.

The CHAIRMAN. I have looked over this testimony, and I notice he was discharged in April and was approved—he made his application in May, about the 1st of May—he says about the 1st of May, and he states here that he went back and forth, first to the board and then to the Red Cross, and was examined and finally got in the 1st of December. When you read the testimony, it is difficult to understand how this situation could exist.

Mr. TOWNER. As tending to throw further light on the proposition Mr. Katzen stated that he had a disability 12 years ago, so that it might have been still existing. Of course, the question was asked him as to how he got in the Army, and he said he did not know.

Mr. LAMKIN. Doesn't the amended bureau law provided that a man is considered as a " whole " man when he is taken into the Army?

Mr. TOWNER. I do not know that the law says that.

Mr. LAMKIN. I think the amendment to the Bureau of War Risk Insurance law allows them to consider a man as having been well or whole when he came into the service.

Mr. ROBINSON. They have turned him down on the idea that it existed prior to enlistment.

Mr. LAMKIN. The next one, Mr. Chairman——

Mr. TOWNER (interposing). Just along that line, suppose that it had been developed that a man had been afflicted with tuberculosis before the war, and nevertheless, he was accepted and served through the war and after he came out of it the disease had so developed as to render him incapacitated for returning to his former vocation, would there be any question that the board would be justified in the inference that his disease had been aggravated or increased because of his service.

Mr. LAMKIN. Not a bit. The law provides that if it is increased or aggravated by the service.

Mr. TOWNER. There would be no difficulty, I should think, in the board's taking it for granted that if he did serve having such a disease as that, that the service per se——

Mr. LAMKIN (interposing). Would aggravate it.

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Mr. TOWNER. It would be sufficient to show the aggravation of the disease.

Mr. LAMKIN. I think there is no question about that, Mr. Chairman.

The next case is that of Gordon McLeod Campbell. I suppose you remember him. For your information, we got him approved for training and the compensation awarded to him before he got out of town that day. That is a case which I can not account for. He states that he has had medical examinations and the Red Cross wrote a letter to the board, in which they stated they had sent medical examinations by special delivery and by registered mail.

Mr. ROBSION. That was the young man from Mr. Platt's district?

Mr. LAMKIN. Yes, sir. We can not find any medical examinations in our files at all and the bureau can not find any in theirs or the Public Health Service can not find any in theirs. Where these examinations are I can not answer.

Here is a letter dated April 12:

STATE HOSPITAL,
Middletown, N. Y., April 12, 1920.

UNITED STATES PUBLIC HEALTH SERVICE,
23 West Forty-third Street, New York City.

SIRS: I inclose herewith a newspaper clipping from the local paper with reference to Gordon Campbell, 12 Lincoln Street, Middletown, N. Y.

As your records undoubtedly show, this man has been ordered to report to me on two different occasions for neuropsychiatric examination since last December. He has thus far failed to report, and from the tenor of the newspaper clipping undoubtedly does not intend to report for such examination. I send the clipping for your information.

Yours, very truly,

ARTHUR S. MOORE.

I certify that the above is a true copy of original letter.

P. H. SMILEY.

On the 10th of April there is a letter from Director Chomeley-Jones, as follows:

TREASURY DEPARTMENT,
BUREAU OF WAR RISK INSURANCE,
Washington, April 10, 1920.

MY DEAR MR. LAMKIN: If I am informed correctly Mr. Gordon McLeod Campbell, of 12 Lincoln Street, Middletown, N. Y., testified before the Fess Committee on Education of the House to the effect that he did not receive anything from the Federal Board for Vocational Education or any compensation from the bureau.

I think you might be interested in reading a copy of a report giving a full status of his case as handled by the Bureau of War Risk Insurance.

Very truly, yours,

R. G. CHOLMELEY-JONES, *Director.*

Mr. UEL W. LAMKIN,
Chief, Division of Rehabilitation,
Federal Board for Vocational Education, Washington, D. C.

TREASURY DEPARTMENT,
BUREAU OF WAR RISK INSURANCE,
Washington.

With reference to the case of Gordon McLeod Campbell, 12 Lincoln Street, Middletown, N. Y., I beg to advise you of the complete status of this case:

This man was discharged from the service on January 13, 1919, upon a medical survey of neuritis, sciatic nerve, percentage of disability 5 per cent. Filed claim

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for compensation under date of February 7, 1919, claim being filed through the Federal Board for Vocational Education, claim being transmitted to the Bureau of War Risk Insurance by Federal Board under date of March 21, 1919. Under date of March 28, 1919, a physical examination was requested by the bureau and claimant was forwarded transportation to report for such examination. There was and has been no compliance to this request. Claimant was written under date of March 28, 1919, stating fully what was necessary in order to place his claim properly before the Bureau of War Risk Insurance. There has been no reply to this letter. A second request for physical examination was made of claimant under date of May 14, 1919,—there has been no compliance to this request. A third request for physical examination was forwarded through the district supervisor under date of August 15, 1919—there has been no compliance with this request. A fourth request for physical examination was made under date of December 16, 1919—there has been no compliance to this request.

The American Red Cross inquired of the Bureau of War Risk Insurance the status of this claim under date of December 2, 1919. Under date of December 12, 1919, the bureau advised the Red Cross of the repeated efforts to obtain a physical examination of this claimant, stating that no compensation could be awarded until there was a compliance to these requests. The fifth request for a physical examination was made under date of March 29, 1920—there has been no compliance to this request.

Under date of April 8, 1920, this claimant was surveyed by the Federal Board for Vocational Education and said board has submitted to the bureau their complete findings as to his physical condition, also the Federal Board submitting the complete medical history of the Navy Department. Using as the basis the report submitted by the Federal Board for Vocational Education, under date of April 8, 1920, the chief medical advisor had rendered an opinion that the disability of temporary partial 50 per cent from date of discharge has existed in this case and accordingly an award for compensation in monthly payments of $40, dating from June 13, 1919, has been approved in favor of this claimant. Claimant has also been written under date of April 9, 1920, by the chief medical advisor, advising him that the necessary hospital and sanatorium treatment will be offered and requesting that he avail himself of such offer.

R. G. CHOLMELEY-JONES.

Mr. ROBSION. You had a report there from the medical adviser in Middletown, N. Y.?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. Is that the doctor to whom this young man was directed to report?

Mr. LAMKIN. Yes, sir; that is my understanding.

Mr. ROBSION. He reports that he never did it.

Mr. LAMKIN. That is my understanding of it.

Mr. ROBSION. There was no record in the War Risk, according to Mr. Jones's report, that he ever responded to any of these requests.

Mr. LAMKIN. The request that we made was that he report to the Public Health Service, Dr. Truex, Middletown, N. Y., for examination, on January 20. What has become of these medical examinations I can not tell you.

Mr. ROBSION. Dr. Truex said that he sent them on, did he not?

Mr. LAMKIN. Is that the testimony that is in here of the Red Cross letters?

Mr. ROBSION. Dr. Truex did not testify, did he?

Mr. LITTLEDALE. No.

Mr. LAMKIN. November 28 there was another letter to Dr. Truex to have a survey made.

Mr. TOWNER. The question was asked early in the cross-examination of the boy:

When were you discharged?

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Campbell's answer was:

January 13, 1919.
The CHAIRMAN. What was your disability rating?
Mr. CAMPBELL. It was 80 per cent disability when I left.

Mr. LAMKIN. The report sent over showed 5 per cent disability. (Additional data submitted for the record follow:)

JANUARY 17, 1919.

From: Acting D. V. O. district No. 2, New York, N. Y.
To: Mr. Gordon McLoud Campbell, 12 Lincoln Street, Middletown, N. Y.

DEAR SIR: On January 6 our Mr. Maddison interviewed you relative to taking a course in vocational training. He states that you desire a course in drafting that would qualify you for inside work.

2. If you have not received war-risk insurance compensation please file papers at once, as arrangements can not be made for you to begin training until after you receive compensation. After you have received war-risk insurance compensation, if you are in a condition to begin training and will call at this office for an interview, transportation will be sent you.

3. Inclosed herewith find blank compensation form, also medical report to be filled out.

4. We trust you will be in a position to call at this office at an early date.

Yours, very truly,

ARTHUR W. GRIFFIN,
Acting D. V. O.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FEBRUARY 19, 1919.

Mr. GORDON M. CAMPBELL,
12 Lincoln Street, Middletown, N. Y.

DEAR MR. CAMPBELL: Will you be kind enough to have a certified copy of your discharge made and send to us, so that we can send it in with your other War Risk papers? If we send these papers incomplete, without this discharge, they will most assuredly send them back to you, and it will only delay your compensation and training.

Yours, very truly,

ARTHUR W. GRIFFIN,
Acting D. V. O.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

JANUARY 20, 1920.

Mr. GORDON M. CAMPBELL,
12 Lincoln Street, Middletown, N. Y.

DEAR SIR: It will be necessary for us to have more medical data on your condition before we are able to proceed with your case.

Will you kindly report to public health officer, Dr. S. T. Truex, 21 Washington Street, Middletown, N. Y., for examination, and present this letter to him when you call. Please have him mail the findings to us at once, and for this purpose I am inclosing herewith medical form.

Yours, very truly,

WM. A. CLARK,
Acting District Vocational Officer.
By C. S. MERRIAM, M. D.,
Assistant District Medical Officer.

I certify this to be a true copy.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

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JUNE 16, 1919.

Mr. GORDON MCLOUD CAMPBELL,
12 Lincoln Street, Middletown, N. Y.

DEAR SIR: When you were surveyed by our representative last January you thought that you would like a course in drafting and mathematics. In view of the fact that you have had three years of high school, we would suggest to you that you write to the dean of Rutgers College, New Brunswick, N. J., and send to him a report of your marks from high school you last attended and see if he will admit you as a special student at Rutgers this fall.

We would suggest that you ask for a course in the civil engineering department, specializing in mathematics, mechanical drawing, and structural engineering. This will fit you up so that you can qualify for a draftsman of high grade.

Trusting that you will give this matter your immediate attention, so that we will be able to place you in training as soon as possible, we remain,

Very truly, yours,

ARTHUR W. GRIFFIN,
Acting D. V. O.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

MIDDLETOWN, N. Y., *June 26, 1919.*

DEAR SIR: Your letter received and have written to Rutgers Preparatory School, as you directed me to.

When your representative interviewed me at camp, he suggested that I go to "Pratt." Is there any reason why I could not try for admission there?

I could inquire about the course you suggested at "Pratt" as well as any other preparatory school, could I not?

I prefer "Pratt." if I am allowed to enter.

Yours, very respectfully,

GORDON MCLOUD CAMPBELL.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

JUNE 30, 1919.

Mr. GORDON MCLOUD CAMPBELL,
Middletown, N. Y.

DEAR SIR: We are in receipt of your letter of June 26 and thank you for your speedy reply. When we wrote you on the 16th, we suggested Rutgers because we thought it was nearer your home.

We have no objection to you going to Pratt providing you can enter. At the same time, allow us to suggest that Stevens at Hoboken may be near to your home.

We will be pleased to send your case to Washington as soon as you decide which school you wish to attend.

Very truly, yours,

ARTHUR W. GRIFFIN,
Acting District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

JULY 15, 1919.

Mr. GORDON MCLOUD CAMPBELL,
Middletown, N. Y.

DEAR SIR: Under date of June 30 we wrote you saying that we would recommend that you enter Pratt Institute, Brooklyn, N. Y., upon condition that you were able to pass their entrance examinations.

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Please advise this office whether you have taken your entrance examinations for that institution or whether you prefer to go elsewhere.

A prompt reply is requested.

Very truly, yours,

ARTHUR W. GRIFFIN,
Acting District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

OCTOBER 1, 1919.

Mr. GORDON MCLOUD CAMPBELL,
Middletown, N. Y.

DEAR SIR: We wrote you several times asking you whether you were still interested in training in drafting and mathematics, concerning which our representative talked with you some time ago. We have written you a number of letters, but you have not responded.

Please let us know if you are at present employed and are no longer interested in training of this kind.

Trusting to hear from you by return mail, we are,

Yours, very truly,

S. E. FARWELL,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

MIDDLETOWN, N. Y., *October 6, 1919.*

FEDERAL BOARD FOR VOCATIONAL TRAINING,
New York City.

DEAR SIRS: Yours of the 4th received three minutes ago.

When you last wrote to me you wished to know if I passed the entrance examination for Rutgers. Having received a booklet from them, I decided that it was not what I wanted. All I want is a course in some trade school, not a college. A course in drafting, if nothing else, and at a college, would take considerable time more than at some trade school.

After my correspondence with said Rutgers, I thought my chances were entirely over, but from your last letter I have a chance which I hope will put me at school.

Kindly excuse mistakes, but promptness is what you wanted.

Yours, very respectfully,

GORDON MCLOUD CAMPBELL.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

OCTOBER 9, 1919.

Mr. GORDON MCLOUD CAMPBELL,
Middletown, N. Y.

DEAR SIR: After carefully considering the facts as you gave them to one of our representatives in talking with him about vocational education, under the Government plan for men disabled in military service, the board is undecided, if the facts are as reported, as to whether you can be awarded the training which we understand you desired, under the terms of the vocational act.

Whether or not the disability still exists it is not clear that it is likely to prove a permanent handicap in your former work.

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It may be that the facts we have do not fully reflect your condition at this time. If you have tried to work, the result of this work, its effect upon you, the pay you are able to earn as compared to other men, etc., may clear up the situation. On the back of this letter you can give us this definite information, including the name of your employer.

Now, this is all important for you, and in order that full justice may be done you, you should carefully report to us just what has happened. If you have lately had to consult a doctor you should gve us a report from him.

What we want to know, for your own sake, is what effect your disability has upon your chances in industry. You might say whether your employer has had to favor you in any way because of it.

If, on the other hand, you have tried work of any kind, please tell us in just what way you are convinced that the injury will permanently handicap you for your work, and just as in the other case, if you have had to consult a doctor recently, send us a report from him.

Even though you are not permanently handicapped you may have certain rights to training which are largely determined by compensation, so please advise us if you have been granted compensation.

Assuring you of our utmost interest in your case in exact accordance with the terms of the vocational act, we are,

Very truly, yours,

S. E. FARWELL,
District Vocational Officer.

I certify this to be a true copy.
[SEAL.]

MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
New York City, November 28, 1919.

Mr. GORDON CAMPBELL,
Middletown, N. Y.

DEAR SIR: On reviewing the papers connected with your application for vocational education, we find that the medical information in our possession is insufficient to establish, as required by act of Congress, the extent of the vocational handicap resulting from your disability.

Please present this letter to Dr. S. L. Truex, Middletown, N. Y., and request him to reexamine you and make a report on the inclosed blank.

Very truly, yours,

F. McK. BELL,
District Medical Officer.

[First indorsement.]

Respectfully forwarded.

This examination will also be used by the Bureau of War Risk Insurance in awarding or continuing your compensation. The report in quadruplicate should be forwarded as usual to the district supervisor, Public Health Service, 280 Broadway, New York City.

F. C. SMITH,
Surgeon, United States Public Health Service,
District Supervisor, District No. 2.

I certify this to be a true copy.
[SEAL.] MARYE E. LARKIN, *Notary Public.*

My commission expires February 13, 1925.

Mr. TOWNER. What does the discharge show?

Mr. LAMKIN. We have not his discharge.

Mr. TOWNER. The discharge shows 80 per cent?

Mr. ROBSION. They say he was discharged with 5 per cent?

Mr. LAMKIN. Director Jones says 5 per cent. Excuse me, I have a copy of the discharge from The Adjutant General's Office, that is in our files in the central office.

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Mr. ROBSION. He says he was discharged January 19, 1919, and Jones said he was discharged in June.

Mr. LAMKIN. No; does it? I think it is discharged from the service January 13, 1919. He states June here; June 13. It should be January. It states he was discharged from the service in January. It states, discharged in January; and the award went back, no doubt.

The CHAIRMAN. There is a vote on the water-power bill, and we will adjourn until to-morrow at 10 o'clock.

(Thereupon, at 4 o'clock p. m., the committee adjourned until 10 o'clock a. m., Wednesday, May 5, 1920.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Wednesday, May 5, 1920.

The committee met at 10 o'clock a. m., Hon. Simeon D. Fess (chairman) presiding.

TESTIMONY OF MR. UEL W. LAMKIN, CHIEF, DIVISION OF REHABILITATION, FEDERAL BOARD FOR VOCATIONAL EDUCATION—Resumed.

The CHAIRMAN. Mr. Lamkin, if you are ready, you may resume your testimony.

Mr. LAMKIN. Yesterday afternoon, Mr. Chairman, I was discussing the testimony of the disabled men who were here. I will file for the record a copy of the naval discharge certificate which we got in the case of Gordon M. Campbell, a certified copy, which shows a 5 per cent disability, as it was reported to us. On the 8th of April we drew another discharge from the Navy, of which I will also file a certified copy. I think the 8th of April was the day the young man was here. This shows a disability not in line of duty of over 10 per cent, the medical history showing that his disability was existing prior to enlistment.

For the information of the committee one of the representatives of our office was here, heard the testimony, took charge of the young man, had him examined, awarded training, and on the basis of that examination the Bureau of War Risk Insurance determined him to be 50 per cent disabled and sent him a check for something over $600, but the original certificate which we have from the Navy is that he had less than a 5 per cent disability.

The CHAIRMAN. Is that the young man from Middletown?

Mr. LAMKIN. Yes, sir.

The CHAIRMAN. You had his case adjusted while he was here?

Mr. LAMKIN. Yes, sir; and before he got out of town the Bureau of War Risk gave him a check for $600. I think he got it the next morning, but we approved him for training and arranged his training for him before he got out of town.

The last one of these men who testified was Samuel M. Freedman. For some reason—I do not know what—we did not get in contact with him until the 15th of March. He was approved for training on the 5th of April. The first information which we have is the 15th of March.

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You had Congressman Rogers testifying before the committee, Mr. Chairman. He mentioned two men, and there was a third man whose name appeared in the hearings. I am not trying in any of this to criticize any other department or to give excuses for delays.

The first man, however, that Congressman Rogers discussed was John R. Barry. The Army record shows a disability of 10 per cent. He was discharged on the 16th of January, 1919. In a request of the Bureau of War Risk Insurance for information on the 1st of May, 1919, and the 31st of May, 1919, we were notified by the bureau that no compensation had been awarded, pending a medical report. The Federal board had forwarded the papers to the bureau under date of February 20. We had written to the bureau on the 21st of May urging immediate action. The bureau on the 26th of August, 1919, awarded him compensation at the rate of 10 per cent. On the information we had he was entitled to section 3 training and not section 2. He appealed or submitted new evidence, on which he was awarded section 2 training, and he entered training on the 3d of February, 1920, under the auspices of the board, and the Bureau of War Risk Insurance did not determine him as 80 per cent disabled until four days later, or the 7th of February. So we really acted four days before the Bureau of War Risk Insurance in that case which Congressman Rogers brought to your attention to show how much faster the bureau was than the board.

The CHAIRMAN. I recall distinctly that Congressman Rogers was very complimentary about the Bureau of War Risk. He thought it was functioning almost perfectly.

Mr. LAMKIN. The next man whom he discussed was Romaine G. C. Nichols, who was discharged on May 10, 1919. His discharge papers show that he had a disability of 5 per cent. He applied for compensation on the 3d of June, 1919. The case was finally approved by our board, in spite of the fact he was discharged with a 5 per cent disability, and training was awarded on the 15th of November, and the bureau did not give him compensation until December 6, or nearly three weeks later.

The CHAIRMAN. Who was that?

Mr. LAMKIN. That was Romaine G. C. Nichols, to whom Congressman Rogers referred.

Then, if you remember, in the afternoon Mr. Dallinger read a letter from a man named Lovett who was speaking about his boy, who had had some difficulty, he said, in getting vocational training, and for whom the bureau had never yet paid his hospital bill, incurred on account of an injury received in the service.

The CHAIRMAN. That was some one in Georgia or Alabama?

Mr. LAMKIN. Alabama, I think it was; Munroeville, Ala. The first information we have about Mr. Lovett reached our board on the 14th of July, 1919. He was surveyed in New Orleans on the 25th of July, 1919. It appears that the young man was in service approximately two months at a students' Army training corps when he was discharged. His discharge states that he had no wounds, and the soldier's statement was that he had no disability. After he got out of the service sarcoma developed and it resulted in the amputation of his leg. The physician at the New Orleans office held that the disability was not a result of his military duty and

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that his two months' service in the students' training corps could not have caused it, consequently the amputation was not due to military service and the young man was not entitled to training. His father appealed, filed affidavits from physicians stating that the trouble was due to military service, and exactly two months and two days after we first made contact with the man he was approved for a four-year course in medicine.

Mr. VESTAL. Was that boy's name Lovett?

Mr. LAMKIN. Lovett; yes, sir. That is in the testimony of Congressman Rogers. Mr. Dallinger read the letter. So he was a man who had been in the service two months in a students' Army training corps, where the district medical officer stated his disability was not due to the service, where he was discharged with no disability, where the man's father prepared his appeal and filed affidavits from the doctors and submitted them, and where the central office approved the appeal in two months and two days, and awarded the young man a four-year course in medicine.

The CHAIRMAN. That is found on page 864, and the letter was addressed to me.

Mr. LAMKIN. The board ordered him a four-year course in medicine. His brother writes under date of October 23 that it was advisable to defer commencement of his course until January, until the beginning of the second semester. The man himself also stated that his artificial limb was giving him some trouble, and we notified him it would be entirely agreeable to us for him not to enter school until the beginning of the second semester in January, 1920. The statement of Mr. Lovett is that the bureau has not yet acted on his case.

The CHAIRMAN. I would like to say, Mr. Lamkin, that I will have to leave the committee with Judge Towner, as I am called to the Committee on Rules.

Mr. LAMKIN. You have had, Mr. Chairman, several of the employees of the board testifying here. You had Mr. Meyer, Mr. Noyes, Mr. Ives, Mr. Clark, Mr. Godwin, and Mr. Reid.

I think I stated yesterday that some of them were asked questions about which they tried to give information but concerning which they did not know. For instance, Mr. Godwin discussed, when he was on the stand, the matter of the employment of a stenographer in the Kansas City office, and at the same time stated that he was not in charge of the Kansas City office.

Mr. Noyes, I think, gave some testimony concerning contracts with schools. Mr. Noyes does not pass on contracts with schools; but it is not my purpose to criticize any of these men who have testified with the possible exception of one of them.

I believe, Mr. Chairman, in all fairness to all concerned some facts should be stated in regard to the testimony of William Reid.

In the first place, I would like to ask, as a personal privilege, that it be noted on page 882 of the record, part 14, that the chairman announced that some one was coming the following day from Philadelphia, and the record states that Mr. Lamkin said, "Who is it that is coming?" I think the stenographer got the name wrong because I made no such inquiry of the chairman. I think the chairman will bear me out that I have not inquired at any time who

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the witnesses were to be. I did hear after I got back to the office that Mr. Reid had been called from Philadelphia to testify.

There was so much misrepresentation in Mr. Reid's testimony, it was so contrary to the facts, and it reflected upon the integrity of men who are of the highest standing in their communities, that I feel called upon to present to this committee some evidence regarding that testimony.

In the first place, Mr. Reid was an adviser with the board at the Baltimore office. He stated here something of his qualifications from an educational standpoint. He was a trouble maker in the Baltimore office to such an extent that the district officer at Baltimore asked that he be transferred from the Baltimore office. The personnel officer, in the central office, suggested that he be discharged from the service. That was along about the last of July, or earlier. Mr. Reid asked that instead of his being discharged from the service he be transferred to another office. Now, that can not be given in official documents because it was a verbal conversation, but Mr. Reid was transferred at his request to Philadelphia. He had trouble in the Philadelphia office almost from the time he started. He was at Dr. Roland's request—Dr. Roland was then in charge of the Philadelphia office—transferred from the advisement section to Mr. Weaver's section, Mr. Weaver being the supervisor of training.

One of the first things with which I had to deal when I came to Washington was the question of Mr. Reid. I have here a communication signed by Mr. Charles E. Cullen, addressed to the Chief of Rehabilitation, with my name in parentheses, because Mr. Cullen knew I was coming just about the 15th of September. Reid had asked to be called into central office for a conference, and he was wired to come. The letter states:

With reference to your telegram calling this man to Washington for conference and received September 13, the following information will be of value:

For some time Mr. Weaver, supervisor of training, has been calling my attention to the fact that he thought Mr. Reid did not get into action on the cases submitted to him, and did not produce to full capacity because of a tendency to disputation or quibbling regarding points not complete enough, in his opinion, in the record of the case or file on his desk. This resulted in the exchange of memorandums with other sections, in some cases several times, and a resulting delay in getting action on the training recommendation.

I had one short talk with Mr. Reid myself on a couple of points he called my attention to regarding cases on his desk, and I suggested to him that he suppress any personal desire to dispute regarding action taken or disagreement with his opinion, for example, by the central office case board representative, but to take advantage of what might look like criticism and profit by it, making changes to meet it and overcome decisions looking bad to him, rather than disputing them.

Mr. Weaver finally brought down several cases having numerous notes thereon and asked me to take action. Mr. Reid had told me he was not well, and as I was willing to ascribe his attitude to nervousne s or ill-health conditions, I called Mr. Reid for a conference and directed him to take a vacation, due him. He stated that he was about to have an operation and desired to know if he could also take sick leave. I thought it would be advisable, and figured out that if he took earned leave and sick leave for a month he ought to come back in good condition. I did tell him, however, that on his return I would expect to find an elimination of the tendency to quibble on points and would expect him to push through training recommendations and get action. Mr. Weaver, happening along, I called him to the desk and explained what arrangements I was making with Mr. Reid.

Mr. Weaver is the supervisor of training in the Philadelphia office whom I told you yesterday had been offered $5,500 in charge

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of an industrial school at Scranton, Pa., and was resigning to accept that position.

There ensued a little conversation which betrayed that Mr. Reid's feelings toward Mr. Weaver, his supervisor, were not what they should be and I was obliged to put a stop to a kind of remarks tending to imply that Mr. Weaver was rather to blame, by stating that I would expect him to act under Mr. Weaver's directions and follow them, or I could not expect him to remain, or something to that effect. I then directed Mr. Reid to proceed on his vacation without delay, and to come back well and ready to act as desired.

Mr. Weaver tells me that Mr. Reid was tried out in the advisory section, but did not make a harmonious success there. Dr. Rowland desired Mr. Weaver to take him, but this was done only after a great amount of hesitation on Mr. Weaver's part, owing to the previous situation, and with an understanding that there would be a complete and harmonious change. This apparently does not exist, and I can not believe it is Mr. Weaver's fault.

The above may be of service to you in talking the situation over with Mr. Reid.

Very truly, yours,

CHAS. E. CULLEN,
District Vocational Officer No. 3.

Mr. Reid came to Washington and explained to me that he was going to have an operation for the removal of his tonsils. I talked the situation over with Reid and told him he ought to go and take his vacation and come back, and I believed he would feel well and would go back and get into harness again, and we would do the best we could, and I was sure he could make good, and so on.

In his testimony the other day Mr. Reid questioned the retirement of Mr. Cullen. I regretted very much to see Mr. Cullen retire. He had been a captain in the service, came to Philadelphia the latter part of July, and along in the latter part of October Washington University at St. Louis, which is his home, offered him the position as professor of commere, I think it was, to succeed a gentleman who was resigning to take the first vice presidency of one of the largest banks west of the Mississippi River. Cullen told me that he lived in St. Louis; that that was his home; that this was an opportunity he had been looking for; and he resigned to go back there. Cullen had been the efficiency expert for the city of St. Louis prior to going into the military service.

When Reid came back for employment he was sent back to the Philadelphia office. Along in the early part of February, as I remember, or probably it was the middle of January, he wrote to me stating he wanted to come down to Washington on official business to see the chief, and I replied that I knew of no official business which he could not communicate to me through the district officer at Philadelphia. He wired asking for authorization to come. I replied by letter stating that I would be very glad to see him at any time he would come, but until I knew what the official business was I did not care to spend the Government's money and the time of a Government employee in having him come down here. The criticism in a New York newspaper began about the middle of February, and a few days after that Mr. Reid wrote me a letter and stated that he would not come now, as he thought this matter was being handled through the newspapers.

On the 24th of February I got the following letter from Mr. Fuller, of the district office at Philadelphia:

The chief will recall that on a recent visit of the district vocational officer to Washington, some questions were discussed regarding the above-named man

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[Mr. Reid]. The success of this man's work in this office has been under consideration of the supervisor for training and the district vocational officer for a considerable period of time. It has been felt that this man was not rendering full service to the organization.

I do not think I will burden the record with this whole letter but the purport of it is that he was assigned to work; that he did not put it across; that he was contentious with the supervisors and therefore they recommended that he be removed from the district at that time. He was not removed because——

Mr. ROBSION. What is the date of that letter?

Mr. LAMKIN. The 24th of February, 1920. He was not removed because of the fact we were short of men and I felt we could still get something out of Mr. Reid.

He made complaints, particularly in regard to two pieces of information that had not been given him, one was that copies of this miscellaneous 150 and of all instructions and supplies were not furnished to all staff members. I stated earlier, Mr. Chairman, that we sent out seven of these copies to be given to each one of the supervisors in the offices, and I saw no necessity of having a bunch printed for everybody who was employed by the office. They were available for anybody who wanted to see them. I have a copy by my desk. I probably refer to it two or three times a week, but the information is there.

The instruction letters and information letters were not all sent to Mr. Reid nor to anybody else connected with the offices. For instance, some instruction letters apply solely to the matter of making out accounts. They are printed in limited quantities and sent for distribution to the officials who are in charge of making out accounts. There are other instruction letters that apply solely to the question of placement. They are sent to placement officers. There are others that contain information concerning training facilities and are sent to training officials, and we are trying to keep down the use of paper and the reproduction of mimeograph and printed material.

The next thing Mr. Reid stated was that the letter of January 19 or January 21 was the only information that resulted from a conference of supervisors of training in Philadelphia. Mr. Reid was not the supervisor of training. He was asked to sit in in order that he should get what information he could. We were very glad to have him do it, but the supervisors who were there were each one expected to make a report as to what they did and the information that they got, and I am not going to put this in the record but if any of you care to see them, here are the written reports which the supervisors made concerning the subjects which were discussed at that meeting. Mr. J. B. Holloway is now the supervisor of training in Philadelphia, Mr. G. W. Weaver was the supervisor of training in Philadelphia. Mr. Reid was a subordinate member of the force and had no reason to have sent to him all the material sent to the supervisors.

The particular thing about which I want to testify this morning is the contract which he states we have with three institutions.

In the first place, he testified we had a contract with a university, I think he does not mention it by name, whereby we guarantee to send to it 1,000 students. I think I explained that some of these

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men were ready to enter universities or schools of higher than secondary grades but the classes were not open for them at that time. There is at Philadelphia the Temple University, which was founded by Dr. Russell H. Conwell, which is a unique institution, and which takes men at any time of any grade and gives them the training which they need. We entered into a contract with them by which they would accept at any time men of any grade educationally, I think, above the grammar school grades, any number of men up to 1,000. There is a good deal of difference between their being willing to accept men up to 1,000 and our guaranteeing to send them 1,000 men. We had 197 men there in January, 266 in February, and 312 in March, and it is what we call a receiving station, if you want to call it such, for men who want professional work or who are preparing for professional work. We can put them in there at any time and get them started on their training.

Mr. TOWNER. You say that in his testimony he did not name the institution. Have you made a contract guaranteeing any other institution 1,000 men?

Mr. LAMKIN. No, sir; we have made no contract guaranteeing any institution 1,000. Mr. Reid wanted to be appointed coordinator at Temple University and could not do the work.

He also testified concerning the Boland School or the Allegheny Vocational School, at Pittsburgh. The testimony has stirred up some little disturbance in and around Pittsburgh; in fact, I have a letter here from Dr. W. M. Davidson, the superintendent of schools of the city of Pittsburgh, who wants to be called before this committee to testify as to the integrity and ability of Mr. Boland. I understand that Dr. Connolley, who was formerly the director of apprentice schools in the Carnegie Institute of Technology and now, by the appointment of Gov. Sproul, of Pennsylvania, is commissioner of labor and industry of the State of Pennsylvania, would like to be called to testify not only to Mr. Boland's integrity and responsibility but as to the character of work that is being done in the Allegheny Vocational School.

Mr. TOWNER. Let me say here, Mr. Lamkin, that in those individual cases that are of a subordinate character, the committee could not take the time to follow up. Your denial of the proposition is sufficient, if you do deny them, and elaborate explanation will not be necessary unless some of the members of the committee see fit to investigate the matter or desire to investigate further regarding the matter. It would be impossible for the committee to follow up every matter which, after all, is of comparative insignificance in itself or of easy explanation, and the committee are intelligent enough to know that without your having to go into an elaborate defense.

Mr. LAMKIN. I do not want to go into an elaborate defense, Mr. Chairman, but I would like to get enough in the record, in a way, to counteract the reflection which Mr. Reid cast on Mr. Boland and Mr. Weaver.

Mr. ROBSION. I think Mr. Lamkin ought to be permitted to state what the situation is.

Mr. LAMKIN. I will be very glad to state, if I may, what the situation is there. I do not except to call these other men or ask you to call these other men.

Mr. ROBSION. I would like to know about that contract.

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Mr. LAMKIN. Yes, sir; I will be very glad to tell you about the contract, Mr. Chairman, if I may. Shall I go on?

Mr. TOWNER. Certainly.

Mr. LAMKIN. As strange as it may seem there is no secondary trade school in the city of Pittsburgh, which is one of the industrial centers of the United States.

Mr. Chairman, I have here the copies of the naval discharges of Gordon McLeod Campbell which I referred to earlier in my testimony to-day.

Mr. ROBSION. What does that show as to his disability?

Mr. LAMKIN. "Degree of disability, per centage, 5 per cent." This is the one that is dated on March 20, 1919. The other one, which reached us on the 8th of April, 1920, states:

Diagnosis, undertermined. Origin, not in line of duty. Existed prior to enrollment. Not due to misconduct.

"Degree of disability, percentage, disability 10 per cent or over"; but it states that the origin is not in line of duty and degree undetermined, and the one which we had up to the 8th of April showed his disability as 5 per cent. As I say, I am not trying to give excuses. I am trying to give reasons.

NAVY—FEDERAL BOARD FOR VOCATIONAL EDUCATION.

MARCH 20, 1919.

Report on Campbell Gordon McLeod. Serial No. ———. Rank, A. S. Organization, U. S. N. R. F. Discharged on January 13, 1919, at N. T. C., Pelham Bay Park, N. Y. Form M. No. Line of duty.

Disability: Neuritis (sciatic nerve). November 13, 1918, patient was admitted from the Nav. Trn. Camp, Pelham Bay Park, N. Y., with diagnosis undetermined, which was changed to neuritis November 30. Had rheumatism prior to enrollment. Patient has severe paroxysmal pains in lumbar region and over hips. Pain is worse at night. Points of tenderness are present in trunks of the sciatic nerve. Pains radiate downward through thighs. Degree of disability, 5 per cent. Opinion of medical officers. Reported by W. C. Braisted, Rear Admiral, M. C., February 11, 1919.

I solemnly swear this document to be a true copy of the original.

EDW. R. WITMAN.

Sworn to and subscribed before me this 5th day of May, 1920.

[SEAL.] MADISON L. HILL,
Notary Public, District of Columbia.

[Special for Dr. Biggs.]

NAVY—FEDERAL BOARD FOR VOCATIONAL EDUCATION.

Report on Campbell, Gordon, McLeod. Rank, A. S. Organization, U. S. N. Discharged on January 13, 1919, at naval training camp, Pelham Bay Park, N. Y. Form M. Address, 12 Lincoln Street, Middletown, N. H. Line of duty.

UNITED STATES NAVAL TRAINING CAMP.
Pelham Bay Park, N. Y., October 25, 1918.

Disability: Bronchitis, acute. Origin: Line of duty, due to exposure. Symptoms: Expectoration, cough, slight fever, general malaise. Physical signs: Indefinite, with scattered loose bubbling râles. Treatment: Rest in bed, light diet, cough mixture, sedatives. October 30, 1918, to duty; improved.

J. VAN SLEET,
Lieutenant (Junior Grade), M. C., U. S. N. R. F.

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NOVEMBER 13, 1918.

Diagnosis: Undetermined (nephritis). Origin: Not in line of duty; existed prior to enrollment; not due to misconduct. Article 2902, N. R., complied with. No statement. Symptoms: Constant severe pains in back, region of kidneys; urine examination negative. Treatment: Rest in bed; bromides and formin; soda citrate and bicarbonate. November 13, 1918, to United States naval hospital, Pelham Bay Park, N. Y., for observation and treatment.

G. C. HART,
Lieutenant, M. C., U. S. N. R. F.

NAVAL HOSPITAL,
Pelham Bay Park, N. Y., November 13, 1918.

Diagnosis, undetermined. Origin not in line of duty; existed prior to enrollment; not due to misconduct. Symptoms: Severe pains in lumbar region and over hips; has great difficulty in walking; no temperature; points of tenderness over trunks of sciatic nerves.

November 24, 1918, X-ray picture of lumbar and sacro-iliac region showed no abnormalities.

November 30, 1918, neuritis (sciatic). Origin: In the line of duty; not result of own misconduct. Article 2902 complied with; no statement. Symptoms: Severe paroxysmal pains in lumbar region and over hips, worse at night; points of tenderness in trunks of sciatic nerve; the pains radiate downward on the thighs. Treatment: Back strapped, nonprotein diet, electric massage, and exercises; seems to be improving.

December 23, 1918, recommended to be improving.

January 10, 1919, transferred to naval training station, Pelham Bay Park, N. Y., for disenrollment in accordance with approved findings of a board of medical survey.

EDW. FROTHINGHAM,
Lieutenant (Junior Grade), M. C., U. S. N. R. F.

UNITED STATES NAVAL TRAINING CAMP.
Pelham Bay Park, N. Y., January 10, 1919.

Neuritis. Origin: Not in line of duty; not due to misconduct; history as above; treatment continued.

January 13, 1919, medical discharge.

F. F. FIELD,
Medical Adjutant.

Survey dated December 30, 1918.

Neuritis (sciatic nerve). On November 13, 1918, patient was admitted from the naval training camp, Pelham Bay Park, N. Y., with diagnosis undetermined, which was changed to neuritis November 30. Article 2902, N. R., complied with. Had rheumatism prior to enrollment. Patient has severe paroxysmal pains in lumbar region and over hips. Pain is worse at night. Points of tenderness are present in trunks of the sciatic nerve. Pains radiate downward through thighs.

W. C. BRAISTED,
Rear Admiral.

Degree of disability: Disability 10 per cent or over. Opinion of medical officer. Date of entry into service, July 19, 1918. Character, record clear. Honorable conditions, yes.

I solemnly swear this document to be a true copy of the original.

EDW. ATTILMAN.

Sworn to and subscribed before me this 5th day of May, 1920.

MADISON L. HILL,
Notary Public, District of Columbia.

As I understand the situation, Andrew Carnegie, when he established the Carnegie Institute of Technology, thought he was going to establish a secondary trade school, but the temptation to make it a higher institution was so great that it was made into a higher institution of learning.

We found a great number of men who were not of college grade to whom we had to give elementary training instruction or elementary try-out work.

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The school authorities of the city of Pittsburgh allowed us to use Schenley High School, their finest high-school building in the city, for the summer, and placed at our disposal Mr. F. W. Boland, who was the director of industrial education in the city of Pittsburgh, for the summer months, and for those summer months Mr. Boland got absolutely not a penny for his services. When fall came and there was an immediate necessity for such trade instruction in the city of Pittsburgh, and for that trade instruction to be continued, Mr. Boland stated to us that there was an abandoned school building—I do not know just in what section of Pittsburgh—in which he would be willing under proper guarantees to organize and maintain an elementary trade school for such boys as we would send there. That was at a time when it took a good deal of nerve to make any contract with the Federal Board for Vocational Education. We were under severe fire from some newspapers, the American Legion, and we had had the discussion in Congress as to appropriations, and it was a case where we had to have an immediate oulet or an immediate place to put our men for training. We made a contract with Mr. Boland and guaranteed that we would send him 150 men for whom we would pay a tuition rate of $35 per month for the first 150, $30 per month for any additional, provided the instruction was satisfactory.

As far as the tuition charge is concerned, Mr. Chairman, I would like to state that the Huntington School in Boston charges us $32 per month; the Rhode Island School of Design charges us $25 per month. The Dunwoody Institute at Minneapolis states that their actual cost per man is $29.87 per month on a 22-day basis. Mr. Gustafson, of the David Rankin Trade School in the city of St. Louis, told me it was costing that institution, which is very heavily endowed, about $300 per year for instruction, and a year is nine months, which is about $35 per month. We are having to pay the New York Electrical School $31.67 per month. The Brunelle School of Photography charges us $37.50 per month. The West Side Young Men's Christian Association School in New York City, from $25 to $35 per month; the Spring Garden Institute in Philadelphia, $30 per month; the Catholic University in Washington, D. C., from $25 to $30 per month; the Eastern College and Conservatory of Music at Manassas, Va., from $25 to $28 per month; the Cincinnati College of Embalming, $29 per month; the Case School of Applied Science, of Cleveland, $29 per month; the Greer College of Motor Mechanics at Chicago, $32 per month; the Seattle Industrial in Washington, from $25 to $32.50 per month.

I am told Mr. Boland mortgaged his home in order to get the equipment to go out there and establish that school and until the middle of January, or later than the middle of January, he states that he was not able to break even. He has some 31 or 32 teachers employed, and he is paying them anywhere from $140 to $325 per month. He is getting the best teachers he can secure, and is giving these men—65 per cent of them who are foreign born and a great percentage of them illiterate—he is giving them both the trade try out and regular courses in instruction in English.

The Pittsburgh Dispatch of Sunday, May 2, states that the Allegheny Vocational School was the pioneer in vocational training for

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disabled service men " in this part of the country." It states that the technical work includes electricity, machine-shop work, carpentry, cabinetmaking, sheet-metal work, shoe repairing, mechanical drawing, account keeping, and commercial work. It speaks of the fact that to make desirable citizens is the aim of the school, and that the Red Cross has organized a cafeteria where the boys can get their meals at cost. The people of Pittsburgh, I know, are giving the boys considerable attention. I know that during the summer Mr. Boland had arranged with the Y. W. C. A. to give the boys their meals at 25 cents, and he sat down with them and ate by their side and paid 75 cents for the same thing. I said to you the other day that Mr. McMurtrie stated we should establish special schools; and here is one special school which we have arranged for, and we get criticized for that.

Mr. DALLINGER. Mr. Lamkin, you do not think that Mr. Boland is making an undue amount?

Mr. LAMKIN. He is not making an undue amount.

Mr. DALLINGER. And what would you say as to the charge by Mr. Reid that there were hundreds of boys sent out there and that no system of checking up was employed; that the bill came every month from Mr. Boland for so many hundred boys at $30 or $35 a month, and that there was no follow-up system or checking up to ascertain whether or not these boys did receive the instruction; that, so far as the office in Philadelphia was concerned, those boys might have left the school or might have been staying out and having a good time; that there was no checking up to see that those boys were actually there or how they were getting along or what sort of instruction they were receiving?

Mr. LAMKIN. I think that the statement is not true.

Mr. DALLINGER. Will you tell the committee just exactly what system your board has in regard to the school at Pittsburgh?

Mr. LAMKIN. Well, the original reports are made by Mr. Boland. They are checked against the records not only in the Philadelphia office but against the records in this office. Not only that, but we have a Pittsburgh office, which is under the direction of Mr. W. W. Stamm, who is the direct agent of the board.

Mr. DALLINGER. And it is a part of his duty to visit that school?

Mr. LAMKIN. To visit that school and to see that the boys are there in training. We pay Mr. Boland in two checks, it is true.

Now, Mr. Chairman, the third institution about which Mr. Reid spoke is the institution at Longwood, N. J.—the Longwood reconstruction center. Could I speak about this out of the record?

Mr. TOWNER. Yes.

Mr. LAMKIN. Mr. Burroughs was asking about Alfred University. The New York State School of Clay Work and Ceramics is at Alfred, N. Y. We have a contract with them for some time and there are probably 25 students there now. The department which we have to approve is that department which gives work in ceramics and for which the expense runs from $250 to $400 a year. For the higher-priced courses we asked them to submit to this office first.

I would like to add this statement which I think the Congress should know and which they should approve rather than dis-

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approve, and that is that the small number of men who have been placed after training is due to two things: First, that it is a comparatively small number except those of major amputations who were in training prior to September, and, that the courses are longer in America than they are in other countries. I think that is a credit to the liberality of America and to the liberality of the American Congress rather than a criticism of it.

The next testimony to which I would like to refer is the testimony given in part 16 in regard to the testimony which was given by Mr. Littledale on Friday, the 23d of April.

Mr. DALLINGER. What page?

Mr. LAMKIN. I would like to take up page 958 first in regard to the transfer of Eugene H. Meyer and William C. Ives from the New York office. I would like to submit copies of telegrams, one of April 17, as follows:

CLERK,
Federal Board Vocational Education,
New York.

Make no transfer out of New York of Meyer, Ives, or Noyes.

Immediately following the testimony given by Mr. Littledale, I got Mr. Clark over the phone and asked him to wire what disposition had been made of these three men, and I have this telegram from him:

Meyer, Ives here. I understand I am complying with orders from you.

Mr. Myer and Mr. Ives were not transferred from New York. Mr. Meyer was here on Tuesday, I think it was, before his testimony was given, on Friday, and I stated to him and he agreed with me that if he were sent out of New York in the regular course of business after that date to visit some institutions in follow-up work or to see some of the men, there could be no objection to it. Mr. Ives was asked to go down to Cape May, N. J., in response to a telegram which was sent by Julia Wells, director of the home service of the American Red Cross, reading as follows:

Please set early date for visit to Cape May Hospital.

I think there can be no question but that if in the regular course of business if any of these men are to be sent out for a day or two or for a longer time they should go, but they have not been and will not be definitely transferred from the New York office. I understand Mr. Meyer did have orders to go to northern New York, and these orders were cancelled upon definite instructions from the Washington office.

Mr. Littledale also referred to Mr. Noyes and stated that "I am informed that an explanation was demanded of William Noyes, and that there is in the possession of Mr. Lamkin a two-pages letter from Mr. Noyes."

When Mr. Noyes left the hearing here that day he rode over with me and Mr. Clark to the office in Washington and I said to him, Mr. Noyes, I am afraid that you have not emphasized the fact sufficiently that the conditions about which you complained were in January, 1919, instead of January, 1920. These letters which you say were written to central office were written to Dr. J. C. Miller, who left

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the service of the board in September, 1919, and were dated January, 1919.

When he got back to New York, I assume when he got back, he wrote this letter which reads as follows:

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
New York City, April 14, 1920.

From: William Noyes.
To: Uel W. Lamkin.

MY DEAR MR. LAMKIN: You seemed this noon to speak with some acerbity of my testimony before the congressional committee and implied that it was a mere stirring up of mud which had already settled to the bottom, or of washing our dirty linen in public; as if what I said had no larger purpose.

On the contrary, I tried to bring out five points:

1. The need of large enough salaries to attract men of sufficient caliber to do the work efficiently. (1) As regards the D. V. O. and concurrently the release of this position from Civil Service rules. (2) As to the vocational advisers and training officers that they should get at least $3,000.

2. Decentralization of authority. It is a simple and undeniable fact that from the beginning until now that the New York office has contended for this, and it has only reluctantly been granted.

3. That the failures of the New York office have been due primarily to bad internal administration. There was no way to show this and to clear central office of responsibility except by giving the facts.

4. To emphasize the importance of follow-up work. To do this necessitated the revelation of difficulties interfering therewith.

5. To show that matters are improving. To do this it was necessary to show in what a bad state they were during the Griffin administration.

Even when I am not under oath, it is not my habit of mind to tell half truths. There was to me every evidence that the congressional committee intended to go to the bottom of every charge. It was therefore my intention not to evade the issue at any point or to blur the facts. This seemed to me to be no time for the board to whitewash itself, and I thought there was no way so sure of defending the board as to steal the ammunition of its opponent by frankly recognizing our errors, not of will but of judgment, and to point out the ways in which they are being corrected and should be corrected.

Under the method of question and answer, I was not able to do this, as I had hoped, in a connected and organized manner. I was faced with the complex problem (1) of counteracting the testimony of avowed critics (not to say enemies) of the board, (2) of answering the pointed questions frankly, and (3) of making my five points as indicated above. I leave it to you to say whether I succeeded.

I fear you do not realize, Mr. Lamkin, the depth of dissatisfaction among the rank and file of the New York office at their inability to express themselves, particularly in the way of constructive criticism. There is not and never has been ample or regular opportunity for the exchange of opinions in conferences. It has always been said and is now being said that we are going to have conferences, but we do not have them. There is no frank and cordial way of dissipating doubts and suspicions, no face-to-face method of diffusing information.

Men in the routine and under the pressure of the daily job have little energy or inclination to be appealing to Washington. When I have done it, the blame has been thrown back on our internal organization, as if we were all equally at fault.

Take for instance the failure of the New York office to carry out the instruction of October 29. Not for weeks did the office even know that there were any such instructions, nor for weeks later, how to carry them out. If you do not already know the facts, please ask Mr. Hamilton in what a mess we are still about instructions 33 and 43.

The statement was made by Mr. Noyes that there seemed to be a paralysis of the New York office, I think, in the month of December. I can answer that statement by showing that Mr. Farwell was barely able to be at the office at that time, and one of the reasons for his resignation in early January was that he had completely broken

down physically. I do not know that you quite realize the intense physical strain there is on men in this work. For instance, the chief of the division, Dr. Chandler, went home and was in bed for six weeks after he left this job. Dr. H. L. Smith, immediately preceding me as chief of the division, had a complete nervous breakdown. Dr. C. A. Prosser, director of the board, when he left here, had a blood pressure of 60, and was in bad physical condition for weeks. Mr. Griffin testified when he left the New York office he took sick leave, and Mr. Farwell, I will say, left on the advice of a physician. It is an intense nervous mental strain on the men who are handling the men's problems in this work.

Conferences on either of these matters would have revealed to department heads the absurd and impossible positions into which we were being maneuvered.

I have faith in your sound judgment that you will see the necessity of cordial consultation and conference within the local office and of free flow of information and discussion between the central and local office.

It is the very lack of these, not only a year ago but even now to a large degree, that has created a state of affairs by which some of us have been driven against our will to lay bare in public difficulties which might better have been settled privately.

I beg to assure you of my highest respects and most cordial desire to further the interests of the board and the welfare of the disabled soldiers.

Yours, very truly,

WILLIAM NOYES.

My reply, Mr. Chairman, I am ready to say, will show whether or not we are making reprisals in the case of Mr. Noyes.

APRIL 17, 1920.

Mr. WILLIAM NOYES,
Federal Board for Vocational Education,
No. 23 West Forty-third Street, New York City.

MY DEAR MR. NOYES: I labor under the difficulty of being considered harsh in my statements when I become positive. I am sure that I have no bitterness or resentment toward you or anyone in the New York office who were here before the committee or who were not here.

2. You understand, of course, that I spoke positively, and believe you give me credit for honesty in my opinions and intentions, as well as I give you credit for honesty of yours.

3. I have been at the investigation more or less since it began. I have seen the entire Washington staff of the New York Evening Post sitting there day after day. I understand that they have turned their entire Washington bureau to the matter of the investigation. I can not believe that they will give the same publicity to the good work that the board has done that they have given and are giving to the situation or things which may be developed by irresponsible parties. They will, therefore, take the statements which responsible men like you and others from the New York office made and distort them, not for the "benefit" of the committee but for the "benefit" of the public.

Mr. Noyes had stated that he was giving his testimony for the "benefit" of the committee.

4. I have no objections to your speaking your mind freely at any time to any person on any subject. I know you well enough to believe that you would not brook any interference, and you should not even if I were inclined to try to interfere. I agree with points 1, 2, 4, and 5 of your statement in your letter of April 14. I am reserving any statement on point 3, as it is not my purpose and will not be my purpose to criticize anyone in the district office. In partnership arrangements all of us must share alike any criticism and any commendation.

That is the one in which he refers to the Griffin administration.

5. As to the decentralization of authority I must disagree with you, that it has been reluctantly granted. I can not speak for the period prior to Septem

ber 15, but I know that since September 15 authority has been granted as rapidly as the districts have shown themselves capable of assuming authority in carrying the work. In fact, I think that in some instances the burden has been placed upon them before they demonstrated their ability to carry it.

6. In regard to payments of money and employment of personnel, we are directed by the Treasury Department and civil service regulations. We are trying to work out our problem as quickly as possible. I believe we can work it out from one central authority, where we have the Treasury and Civil Service Commission to better advantage, than we can from 14 or more widely separated centers.

7. I thoroughly agree with your criticism concerning conferences and the acceptance of constructive suggestions. I have no doubt but that your testimony before the committee had a good effect on the committee, and when the testimony is read by members who were not there I believe that it will have a good effect on them. I never questioned in any way your sincerity or your ability. I know of no one who has.

8. I do not believe that there is any misunderstanding, but I do think that you understand now better than you have before that the way is open for a frank expression of your opinion which will be welcomed at any time. With assurance of my high respect and esteem and, with best wishes, I am,

Very truly, yours,

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

Mr. Littledale on page 944, referred to records and returns.

That, you understand, is a list of all the forms used in central office. A report to central office from the field is made on official forms. If they all came in on every day it would be a very formidable list. There may be more paper work than is necessary. We are cutting it down as rapidly as we can.

The 107 forms are the ones which control the entrance of the man into training and the money payments, and we had seven copies made for the following reason. Instead of writing a covering letter and sending it with the form, an extra carbon was made and filed in the district to show the form was sent. One of those carbons was stamped when it got into central office, stamped "Received" and sent back to the district office. We had to notify the Bureau of War Risk Insurance that the man had entered training so that one of these several copies was sent the Bureau of War Risk Insurance instead of writing a letter to the Bureau of War Risk Insurance that the man had entered training. One of the copies went to the Records Division and was filed in the man's folder, so that they would have the full information about him. Three went to the auditing and disbursing sections and to the Treasury Department. That was done for the purpose of saving typing by the central office, and it took no more typing in the district office. That number of forms has since been reduced to four.

Forms 190 and 190–A are merely orders for supplies and receipts for same.

Mr. DALLINGER. When did you expect to finish your statement, Mr. Lamkin?

Mr. LAMKIN. I think it will take me probably 30 minutes to finish my direct statement.

Mr. TOWNER. You may proceed.

Mr. LAMKIN. In the exhibit which is submitted you are asked particularly that attention be called to instruction No. 90.

Mr. DALLINGER. What page is that?

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Mr. LAMKIN. Page 952. Your attention is called to section 2 in regard to instruction 90. Here is a copy of instruction 90.

I agree that you can hang a good many men on detached sentences taken from various statements. But in section 2 I would like for you to read the sentence that—

The disabled men are entitled to know whether or not they are entitled to section 2 training and central office must know the training load in order that the necessary preparation may be made and the necessary staff provided.

I think that is common sense.

Section 3 has not been called to your attention.

Instruction 82 authorizes the district offices to place men in training if eligibility for training has been determined by central office. The representatives of the central office case board have authority to approve eligibility. Cases may be presented to one of these men at any stage in the progress of the case.

SEC. 6. The central office case-board representative may pass on the same case any number of times. He may change the eligibility rating, provided he never changes a rating from eligible to noneligible except as provided in paragraphs 10 and 11 below, and provided he notifies central office of each change.

Sections 10 and 11 state that if you have told a man he is eligible to training you can not change it. If you have not told the man and find out that clearly you are in error, you may change the rating.

SEC. 7. The idea back of the program outlined in these instructions is that of giving service to the disabled man. If a man calls at a district office, he should go out with a definite instruction in regard to his case. Central office case-board representatives are directed, however, not to interview disabled men. They are to pass on the actual evidence which is in the man's folder.

Always bear in mind that these central office case-board representatives are the men who are to pass on the legal evidence in the case and if you are interested in knowing what some of the legal evidence is, instruction 6 here will show you the 15 or 16 different kinds of honorable discharges that are set out. There are 7 or 8 different kinds of Navy discharges that are used. There are several other kinds of Army discharges other than honorable discharges and there are several from the Navy, and you can not expect the large number of men to know all these conditions.

Mr. BURROUGHS. Are those men who are presenting these attorneys or lawyers?

Mr. LAMKIN. No, sir; these are men trained in Army paper work, sergeants or lieutenants who have handled Army papers all the time. It is all very fully set out here in the instructions what should be done. Some of the men are not lawyers but they are all of them Army men.

Mr. TOWNER. Those are cases that are considered by you only on appeal?

Mr. LAMKIN. No, sir; every case that comes in to the eligibility man comes from the district office.

Mr. TOWNER. It is not the case board in Washington?

Mr. LAMKIN. No, sir; in the district office.

SEC. 9. The chief of the division expects to transfer central office case board representatives from one district to another as occasion demands. At no time, however, will the district be without the services of a representative of central office authorized to give eligibility ratings and to close their cases.

The idea is, we are giving them the service.

The chairman of the committee suggested I file a statement concerning the follow-up work which was being done by the board. I

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ask the privilege of filing it in accordance with the chairman's suggestion. I spoke to him about it yesterday, and he said it would be very valuable and should be filed.

With the exception of that and the following statement, that closes, so far as I know, the definite direct testimony which I would like to present.

I would like to make this statement:

It is far more important that the men disabled in the service be adequately provided for at the present time than it is to recount real or alleged delays of 12 months ago. To secure equitable laws and efficient administration is the common duty and problem of the Congress, of executive Government agencies, and of the American people.

(For your information, I will say that I wrote this statement nearly two weeks ago.)

To help obtain the results we desire, the following constructive suggestions are submitted for the consideration of this committee:

1. Provide vocational training, with maintenance pay, for all men who have been honorably discharged and who have a disability of 10 per cent or more incurred in or traceable to the service. This can be accomplished by the passage of the Rogers bill, which was introduced in Congress late in 1919, or by the passage of some other bill of similar nature. As has been repeatedly stated, the law now provides for training, with maintenance pay, only of such men who "in the opinion of the Federal Board for Vocational Education are in need of vocational rehabilitation to overcome the handicap of such disability." Training, without maintenance pay, is provided for those who are "not included in section 2 hereof," but who have been disabled under circumstances entitling them to compensation.

At no time was there ever legal authority for training all men who had been honorably discharged from the service and who had a disability which was rated as 10 per cent or more.

I understand that the economists feel that a man properly trained is worth $1,000 a year more to himself and $4,000 more a year to the community.

The statement, however, that all such men would be trained has been widely circulated, and thousands of men were discharged from the Army believing they would receive vocational training but who are not entitled to it under the original rehabilitation act or under the amendment of July 11, 1919. The original act provided that men who were awarded compensation from the Bureau of War Risk Insurance and who are "unable to carry on a gainful occupation, to resume his former occupation, or to enter upon some other occupation, or having resumed or entered upon such occupation is unable to continue the same successfully," should receive vocational rehabilitation. The Bureau of War Risk Insurance awards no compensation for less than 10 per cent disability.

This no doubt was originally the basis of the statement that all men who had been 10 per cent disabled were entitled to training, and the latter requirements were not emphasized. As to who was originally responsible, I do not know, but statements which led men to believe they would be given training if at least 10 per cent disabled appeared in widely circulated literature sent out by a legally

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constituted Government agency and were repeated to the men by regularly appointed Government employees. These "promises" should be redeemed by the Government.

To train all disabled men is economically a sound policy. Personally, I believe in proper vocational training for all enlisted men regardless of disability if they desire it. Certainly the returns which will come to the Nation from a group of men properly trained for their vocations are more than justified solely from an economic viewpoint.

The best estimate which I am able to make of the money cost of such training is given in the letter submitted to Congressman J. J. Rogers, of Massachusetts, which he has in turn submitted to this committee. It must always be borne in mind that no one can make a very accurate estimate of how many men are entitled to training or of how many men will accept it, after they have been definitely awarded training. When it is determined, however, how many men are entitled to training and will accept, the cost will be approximately $155 per man per month under the present rate of maintenance pay. The cost will approximate $175 per man per month under the rate as proposed by the Darrow bill.

I understand that was reported out favorably on the floor of the Senate yesterday.

It may be well for Congress to consider carefully limitations concerning length of courses, amounts to be allowed for books, tuition, and supplies, and the length of time the man may have before finally accepting or rejecting vocational training after a specific course has been outlined and offered, in order that provision may be made for raising the money necessary to carry the work through to successful conclusion.

In other words, if training is open to all of these men, you have such questions as this arising, Shall we pay a man who is attending night school and who receives training with pay? He is now getting training without pay. Shall we give training pay to a student who spends all his time in training, although it is to correspondence schools? There are a number of these administrative difficulties which will have to be thrashed out.

On the basis of present figures it is our best judgment that between one hundred and thirty and one hundred and thirty-five thousand men would accept vocational training if the law was liberalized as set forth above, and the approximate cost would be between four hundred and fifty and five hundred million dollars. The cost of this entire program is approximately the cost of 20 days of war.

2. Offer vocational training to widows and orphans of men who were in the military service. There are approximately 22,000 widows, of whom 10,000 have children. A widow without children now receives $25 a month from the Government. The maximum for a widow with children is $52.50 per month. On this amount the widow can not support herself and her children properly. The average widow must, therefore, work in order to earn a living for herself and for her children. It is not only sound economic policy for the Government but simple justice to the woman that she be given such a course of training as will enable her to provide sufficiently for herself and those dependent upon her.

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It may be urged that the allowances stated do not include the insurance allotments due her from the Government. But insurance payments should be regarded as a business matter just as income from any property the husband might leave. Such payments can not be regarded as entirely cancelling the Government's obligations.

Thousands of children who were deprived of their fathers by the late war will lose the opportunity for such an education as is the right of every American child. The Government, in whose service the father lost his life, should see to it that the child has adequate preparation to meet successfully his future problems.

3. Provide that American citizens who were disabled in the service of our Allies should receive the same benefits as those who were disabled in the service of the United States.

They were all fighting for a common cause. It seems unfair to the man who volunteered and went overseas in the Canadian or other service, who was discharged with a disability and returned to his home in the United States, and who now can get vocational rehabilitation only by appealing to the Canadian Government. The Benevolent and Protective Order of Elks has been providing for these cases. They should be provided for by the Government of the United States.

4. Create a revolving fund which would enable the board to either loan a man a half month's training pay at the beginning of his course of training, or a law should be passed which would provide that a man should be given a half month's training pay on the day he entered his course of training. Creation of such a revolving fund would have to be worked out carefully after consultation with representatives of the Treasury Department.

5. Make Army camps available for training centers. Regardless of whether or not the above suggestions concerning the extension of benefits of training to a large number of men are carried out, training facilities of this country are fast being exhausted. There are several Army camps which should be made available for large training centers. In some of them there is a large amount of excellent material for various kinds of trade instruction, placed there under the supervision and direction of the Surgeon General. As these camps are being abandoned by the War Department, they should be held intact so that men who are willing to begin their vocational training in such establishments can be sent there, where they can live at a reasonable cost and secure trade instruction not surpassed in permanent trade schools. This would relieve the Government of establishing special trade schools, yet would allow men taking vocational training in such units to receive their instructions in the company of men of their own age and of like experience.

6. Provide sufficient hospital facilities. There is at present pending before the Committee on Public Buildings and Grounds a bill providing for the appropriation of sufficient money to erect Public Health Service hospitals for the care of men who were disabled in the service and who are still in need of medical attention.

Either this bill should be passed at once or existing Government institutions should be made available, such alterations as are necessary made, these to be supplemented by such additional new facilities as are needed.

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I understand that was proposed on the floor of Congress a few days after this was written. I think Mr. Elliott, speaking for the Public Buildings and Grounds Committee, in general debate on the sundry civil appropriation bill, proposed it.

In other words, training and treatment should be simultaneous.

In any hospital program there should be a definite provision for beginning vocational training during the convalescent period. In other words, training and treatment should be simultaneous.

7. Pass the Darrow bill, which will provide sufficient money on which men in training can live comfortably while taking training. This bill has recently passed the House. The men in vocational training should live on their income, but their income should be sufficient that they can have the proper food, proper clothing, a reasonable amount of proper entertainment, and not be compelled to worry over the lack of sufficient money for comfortable living.

8. Remove or materially increase salary limitations. It has been repeatedly stated before this committee that the type of man who is needed to advise disabled soldiers can not be secured or held for any length of time under the present salary limitations as imposed by Congress. The board fully agrees with that statement. We have lost since last July more than 150 men on account of the salary limitation. We can not attract men to a temporary service which requires a commanding personality, infinite patience, sound judgment, and unusual tact at the salaries now provided.

9. Remove civil-service restrictions in the employment of staff members. While the Civil Service Commission has been very reasonable in its relations with the board, yet the immediate necessity of making the needed appointments for a period which will be determined by the time necessary to complete the work of rehabilitation should not be delayed by requiring men to pass civil-service examinations before permanent appointment. A number of men who would be attracted to the service otherwise do not care to take civil-service examinations. It is hard to set up a standard which is sufficiently flexible to secure proper men and yet sufficiently rigid as to insure competent ones. The administration officers should be men of sufficient ability to pick their own assistants and of sufficient courage to discharge them if they are not rendering satisfactory service. They should not be restricted in selection by civil-service requirements nor required to file charges before discharging inefficient employees.

10. Consolidate or coordinate more closely the three Government agencies dealing with disabled men. At present there are three Government agencies dealing with disabled men, namely, the Bureau of War Risk Insurance, which decides question of compensation; the Federal Board for Vocational Education, which decides questions of vocational training; and the United States Public Health Service, which makes the examinations for both the bureau and the board. There is at present a closer cooperation between these three agencies than there has ever been. In several of the districts the offices of the three agencies are in the same building. In the other districts plans are under way to locate the several offices in the same building. But the disabled man has a right to deal with one Government agency, which will take care of both his physical and his vocational restoration. The doctor who examines the man to determine his physical

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disability and the person who passes on the question of whether or not that man is entitled to compensation should be able to pass on the question of whether or not he is entitled to vocational education. In other words, there should be one section of one organization which would determine what treatment was necessary, what compensation was just, and what vocational education was desirable. In all necessary cases treatment and training should be simultaneous, both before and after the man has been discharged from the hospital. There should be no hiatus in beginning of his compensation pay after his training pay ends, and there should be no duplication of payments by the board and the bureau.

As stated above, the relations of the board with the bureau are reasonably close. Every effort is being made to prevent any delays, or any duplication of payments, but no such results can be accomplished with separate disbursing offices for each of the organizations, as can be accomplished with a single disbursing officer for the joint establishment. The quickest way to secure the desired results, with the least confusion, is to put the rehabilitation division of the Federal board, the Bureau of War Risk Insurance, and the Public Health Service under one assistant secretary in one of the executive departments. As to whether or not this is the most practical way at this time is a matter for careful consideration.

The consolidation of the three agencies will result in benefit

(*a*) To the disabled man, who will be required to deal with but one Government agency—in whose relationship to the Government there will be no confusion as to whether he should communicate with the board or with the bureau or with the Public Health Service—who has a right to look to the Government as a whole, not to several branches of the Government for any care he may need and for the rights and benefits to which he may be entitled.

(*b*) It will be economical for the Government. It will permit the elimination of duplicate records; it will prevent the employment of unnecessary clerks making the same records, the transferring of information from one bureau to another, and the use of men and money in the effort to direct the soldier to the correct Government agency.

(*c*) It will be beneficial to the work for which the Federal Board for Vocational Education was established. It was created to act as a cooperative agency with similar boards in the various States for promotion of vocational education. The passage of the Fess-Kenyon bill, providing for the rehabilitation of those disabled in industry, also provides for the Federal Board to act as a cooperating agency with the States in that work. The board is peculiarly well constituted to properly carry out the functions imposed upon it by these two measures. The present vocational rehabilitation act imposes executive duties and responsibilities upon the board. The training of men disabled in the military service is a function of the Federal Government, not of the States. It should be administered through an executive organization.

There is no more important function of the Government than the promotion of public education. The Federal Board for Vocational Education should be able to confine all of its energies to the carrying out of the duties for which it is created and the duties which

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will be imposed upon it by the passage of the bill providing for the rehabilitation of men disabled in industry.

It has been suggested that the Rehabilitation Division of the Federal Board should be consolidated with the Compensation Division of the Bureau of War Risk Insurance, under the Treasury Department. The specific department of the Government under which it is placed is of secondary importance, but the physical or vocational rehabilitation of the disabled man should not be confused with money payments to him. Medical treatment and vocational training are worth more to these men than money alone. Vocational rehabilitation is not a function of the Bureau of War Risk Insurance. The present task of the board in relation to disabled men is of equal importance with that of the bureau; and in any consolidation or coordination the work of the board, that of the Bureau of War Risk Insurance, and that of the Public Health Service should stand on equal footing and be equally recognized.

But any consolidation would be extremely unwise, unless the Bureau of War Risk Insurance was not only permitted but required to make its compensation awards in the several districts throughout the country as the Federal Board for Vocational Education is now making its awards of vocational training. At present the Bureau of War Risk Insurance has not decentralized its activities to the extent that is absolutely necessary. If the board and bureau were consolidated under the present laws governing the Bureau of War Risk Insurance, much of the beneficial effects of decentralization at present practiced by the board will be lost. Any really successful and satisfactory plan will require the decentralization of authority, the awarding of benefits, and the disbursing of money from district offices throughout the country, and not from a centralized establishment in Washington.

Provision should also be continued whereby medical care of men in training suffering from disabilities not incurred in the service could be provided, as the Federal Board is now providing it. The Bureau of War Risk Insurance at present has no authority to provide medical treatment for disabilities other than those acquired in the service, even though such medical treatment may be necessary in order that a man may continue in vocational training.

It must be borne in mind that the rehabilitation of disabled soldiers, sailors, and marines is the work of but a few years, while that of the Compensation Division of the War Risk Bureau, as well as other divisions of the bureau, will last many years. As at present organized, the machinery which is set up to provide for rehabilitation can be abolished when the work is completed. It would be much more difficult to do so if it were a part of a permanent organization like the Compensation Division of the bureau.

As stated above, the problem is in many respects an educational one. If the Smith-Towner bill were a law and there was a secretary of education in the Cabinet, the vocational reeducation and rehabilitation of disabled soldiers might be a proper function for a bureau in that executive department, if properly coordinated with the two other Government agencies.

12. Create a special or a joint committee in Congress to deal with problems affecting disabled men. It is with no intention of any

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criticism of Congress or of its rules that the suggestion is made that the care and treatment of disabled men is of sufficient importance to justify careful study and consideration, either by a special committee or by a joint committee chosen from the membership of committees to whom "soldier legislation" is referred. According to present practice in the House all matters dealing with vocational rehabilitation are referred to the Committee on Education, those dealing with compensation for the same injury to the same man to the Committee on Interstate and Foreign Commerce, those which seek to provide hospital care for the recurrence of that same disability to the same man to the Committee on Public Buildings and Grounds, some of those which deal with the establishment of necessary training centers for that same man to the Committee on Military Affairs, those dealing with general matters of soldier-benefit legislation (affecting the same man) to the Committee on Ways and Means, and those dealing with providing the necessary money for all the above objects to the Committee on Appropriations.

The Members of Congress know the way by which consideration of all these matters by any body can best be brought about. The way is of little importance. The material consideration is that immediate action be taken looking toward putting into effect the intention of Congress and the providing of adequate medical treatment, care, compensation, and vocational training for all those disabled in the country's service.

That concludes my statement.

Mr. TOWNER. The committee will now take a recess until 2 o'clock this afternoon.

(Thereupon, at 11.45 a'clock a. m., the committee took a recess until 2 o'clock p. m.)

AFTER RECESS.

The committee reassembled at 2 o'clock p. m., pursuant to recess, Hon. Horace M. Towner presiding.

Mr. TOWNER. The committee will come to order. I want to ask you, Mr. Lamkin, about the difficulty you say you have had with securing staff officers. Of course, we all of us realize that, naturally, the work is of such a nature as to make it difficult to secure properly qualified staff officers. I wanted to ask you if the salary limitation was removed so that you could increase the salary of the staff officers moderately, that you think you would be able to secure competent staff officers for the performance of the work in the various districts?

Mr. LAMKIN. Yes, sir; I think we could.

Mr. TOWNER. As I understood you, you thought that, perhaps, the increase from $2,400 to $3,000 would be a sufficient increase for the staff officers, of your divisions?

Mr. LAMKIN. I would not say that we would increase all of our men from $2,400 to $3,000.

Mr. TOWNER. I understand that.

Mr. LAMKIN. But for the class you are now paying $2,400, $3,000 would get you the men whom we need for that.

Mr. TOWNER. With regard to the heads, the divisional advisers, what salaries do they get now?

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Mr. LAMKIN. $4,000 is the maximum.

Mr. TOWNER. That, I believe, you think, ought to be increased to $5,000?

Mr. LAMKIN. I think New York and Chicago would be worth $6,000, some others $5,000, and others still less. May I say this, Mr. Chairman? The salary limitation given us is a certain number of men at from $3,500 to $4,000. In that class we are paying the district officer in some of the smaller districts, like New Orleans and Minneapolis, $3,750, but not paying the maximum. I think it is not necessary to increase those men beyond $3,750. There is one peculiar provision of that salary limitation. The next class says 28 "at" $3,500; 70 "at" $3,000, and the comptroller has held that we can not pay anybody $3,250 because there are a certain number of people at $3,500 and a certain number of people at $3,000, but if it was a sliding scale in there, with the same amount of money, we could improve the service. Our rule is not to increase any of the salaries more than $250 at a time, and as they show their worth we increase them.

Mr. TOWNER. If the salary limitations were removed, you would increase the salary of the two principal officers, New York and Chicago, the heads of the offices at New York and Chicago, to $6,000?

Mr. LAMKIN. We would like to do that.

Mr. TOWNER. But you think that the balance of that increase could be secured at not to exceed $4,000?

Mr. LAMKIN. I think so; not to exceed $4,000.

Mr. TOWNER. How many, or, perhaps, I ought to ask what proportion of the staff officers that you are now paying $2,400 and ought to increase to $3,000 would there be?

Mr. LAMKIN. That is a hard question to answer.

Mr. TOWNER. Of course, I suppose it would be only an approximation. I am just asking you for the proportion.

Mr. LAMKIN. I would say not to exceed 50 per cent.

Mr. TOWNER. These staff officers are, and must be in in order to perform their work well, rather a superior class of men and more or less experts?

Mr. LAMKIN. They must be, and it is temporary service; two or three years' service.

Mr. TOWNER. Now, you have in each of the divisional offices the representative or representatives of the central office in Washington to determine at the divisional office as speedily as possible the right of the applicant for training?

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. There is no interference, as I understand you, in the determination or action of these representatives of the board unless there is an appeal taken by the applicant?

Mr. LAMKIN. None.

Mr. TOWNER. Whenever the action is favorable for training, that action goes, as a matter of course, when it is reported to the board?

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. There is not necessarily a review, as to whether or not in the opinion of the central board in Washington the action was justifiable?

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Mr. LAMKIN. The review is made to pass on the kind of work which the respesentative of the office is doing and not for the purpose of overruling him to the disadvantage of the boys.

Mr. TOWNER. You think, then, that that cause of delay in the placement of the boys has been eliminated by this action of the board?

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. Who has the determination of the selection of the schools?

Mr. LAMKIN. That is determined in the districts by the supervisor of training, always subject to direction of the superintendent of training in the central office.

Mr. TOWNER. Does the action of the divisional officer with regard to the placement have to be examined and passed upon by the central office here in Washington before the boy can be placed in training?

Mr. LAMKIN. No, sir. There are two exceptions to that in general, Mr. Chairman. In the first place, the medical colleges, we use the list that is approved by the American Medical Association. With the commercial schools we use the lists that are approved by the American Association of Commercial Colleges. The reason for the latter is that it is easier to supervise the work of a number of men in one institution rather than scatter the men into many institutions. On the other hand, if there is any boy who wants to attend any commercial institution that is of standard grade, he can do so.

Mr. TOWNER. With regard to the giving of training to tubercular patients, those suffering from epilepsy and from mental diseases, as I understand you, the difficulty and any delay is caused for want of hospital accommodations, and is a matter for the treatment and determination of the board of health?

Mr. LAMKIN. Yes, sir; the Public Health Service.

Mr. TOWNER. So that there is no delay in the treatment or in the giving of vocational aid if it shall be recommended by the Public Health Service on the part of the board?

Mr. LAMKIN. None except on account of lack of facilities which you have mentioned.

Mr. TOWNER. That is not your lack of facilities.

Mr. LAMKIN. Not at all.

Mr. TOWNER. You are not responsible for any delay of that kind that existed?

Mr. LAMKIN. I take your question to be that if the Bureau of Health psychiatrists say that this man is in such a mental condition that he can be trained, there is no further delay in our part.

Mr. TOWNER. In other words, any delay that occurs now—you claim that any delay that occurs now in the training of hospital patients is not occasioned by any action or nonaction on the part of the board, but is a matter entirely with the responsibility of the Public Health Service?

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. I wanted you to explain a little further, if you will, the actual training that was given by the board. As I understand you, two months' additional training is given by the board following their college work, in case they had college work. Can you explain that a little further?

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Mr. LAMKIN. That does not apply so much to men having college work as it does to men who are taking their instruction in trade schools. We find that the man who has his instruction in a trade in a school has not correlated it or applied it to shop conditions, and he finds a difficulty in carrying on on equal terms with the normal man in a shop or factory at first, and we follow him up for a period of 60 days and continue on the job training for a 60-day period after he completes his theoretical instruction.

Mr. TOWNER. Then that would apply partly to those who were at work in technical schools where they were taking strictly trade mechanical work. After they had taken what necessarily in the school must be more or less theoretical instructions that you give them and two months' actual training somewhere in the work, it is putting them in a factory or machine shop or something of that sort?

Mr. LAMKIN. Yes, sir. It may also apply, for instance, to men who are taking work in schools of commerce. We get a position for a man in a financial establishment and the financial establishment says, "This man is not worth anything to me now (while it is a new kind of work he will not be worth anything), but we will start him in on a small salary." We put him there on the job for a period of two months, until he does learn the work at first hand.

Mr. TOWNER. What is your experience in that, resulting in the permanent employment of these men after that, where they have taken two months' extended work?

Mr. LAMKIN. I can not give you definite figures, but my understanding is that they have always remained with the employer, the great majority of them.

Mr. TOWNER. That is the proportion?

Mr. LAMKIN. It is the intention to put them in places where they will have permanent employment.

Mr. TOWNER. In other words, it operates as saying to the manufacturer, "Now, we will place this man with you and take care of him ourselves for two months in order that you may know what his capacity is. We want to pay him something, and we will be glad to have you do it and be responsible for two months, and then you can determine as to whether or not you could continue it to your advantage."

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. That, you say, works well?

Mr. LAMKIN. May I suggest this, further, that in England when a man is put on to a job, and in Canada when a man is put on to a job, any pay which he gets is deducted from the training pay that he gets from the Government.

Mr. TOWNER. But that is not your plan?

Mr. LAMKIN. That is not true in this country.

Mr. TOWNER. I would like to have you give the committee an idea. Of course, I suppose you can not be accurate as to what proportion of those who were originally placed in the factories or establishments for the purpose of learning their trades without having taken a course in any technical school, what proportion of that class of men are retained and given a place with salaries in those establishments?

Mr. LAMKIN. Practically all of them.

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Mr. TOWNER. Then that work is proving very successful?

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. Do you have great difficulty in obtaining permission for your men to enter that class of establishments?

Mr. LAMKIN. I do not know that we have great difficulty in it; no, sir. In the first place, many employees are hesitant about accepting these men, because of the questions concerning liability under the workmen's compensation laws which, of course, vary in different States. We have never been able to work out a very satisfactory agreement on that. The larger casualty companies have agreed not to raise the rate of the employer of labor on account of him taking these men. But in States, particularly where they have workmen's compensation laws or statutes the statute can not be changed, and where the employer is not paying them the relationship is not that of master and servant, but yet there is a relationship there. On the other hand, there is always the question of the closed shop which enters. The labor unions where we have taken it up have been as responsive as have the employers. The difficulty, of course, is in the question of follow-up and supervision to see that the men placed in industrial establishments get training and are not put on a productive basis, and that makes it a very difficult problem. We are having a very good success with the men in placement training, as we call it.

Mr. TOWNER. What is your experience in regard to the treatment in colleges of soldiers in training both by the professorial staff and by the body of fellow students?

Mr. LAMKIN. As a very general rule, they are well received by both. There are instances, of course, where the instructors object to the men coming to the institutions at times other than the regular opening of their semesters or terms. That is largely due to its inconveniencing the instructor, but as far as the administrative officials of the institutions are concerned we have no difficulty whatever when we get it up to them. There are a few instances only where the student body has not taken these men as well as we think they should have been received. We think we have in every instance overcome that difficulty. There are one or more instances where the boys themselves have objected to the regulations of the institution and we have had some difficulty in straightening that out. I remember one college where we had some men where regulations provided that a boy could not smoke on the street in the little town outside of the school hours and these boys that had been overseas rather objected to regulations of that kind. As a general thing, I should say, Mr. Chairman, it has been all that we could ask.

Mr. TOWNER. I want to ask you about this "hard-boiled" order, Mr. Lamkin. The testimony before the committee, I think, was to the effect that this "hard-boiled" order was placed on your desk and that you made some emendations or corrections or did something with it which was interpreted as being an approval of the "hard-boiled" I wish you would make such explanation as you think would be warranted by the facts in regard to that matter.

Mr. LAMKIN. I think I made a statement in my letter to Mr. Munroe which covers the most of the question which you ask. I did not understand that the material or circular was intended to go out of the office or intended to be used for distribution to anybody. As I remember it, I was out of the office for a few days and when I came

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back there was the prepared circular on my desk, several copies of it. I cut out some phrases with the remark, I think, to my stenographer, I am not sure, possibly to Mr. Brigham, that "although this is not intended to regulate the actions of any officer of this board in dealing with disabled men, yet these words must not even be circulated in this office." I think, Mr. Chairman, that if we understand the persons whom we were trying to reach at that time that there will be a better conception of that statement. If I had not discredited in a way, this morning, Mr. Reid, I would suggest that Mr. Reid's suggestion in his testimony, was that Mr. Godfrey, who was one of the central office case board representatives at that time, was in no sense "hard-boiled" to the disabled men but that he was that way toward the members of the district office staff. I think, we must remember Mr. Chairman, that these central-office case board representatives were passing on legal evidence on which was based the expenditure of Government money.

As I said to you this morning, section 108 of the miscellaneous regulations gives eight different ways in which a man can be separated from the service. Instruction No. 46 gives 12 different forms of honorable discharge certificates, 8 different forms of dishonorable discharge certificates from the Army, 6 or 8 forms in the Navy, and in order to base the payment of Government moneys some such evidence as that must be in the files and the central office case board representatives have been sent to the various districts to see that that evidence was in the files. When they went from one district to another the district office staff members would come in where they were working and would ask them about what was going on in another district, about the chances for a salary increase for themselves, or would come in and say, "Yes, I know there is nothing in this man's folder to show that he was honorably discharged from the service but I know that he was." They would come into the room and say, "Yes, I know that this says he was discharged with no disability, but there are economic reasons why this boy should have training." And the idea was that the central office case board representatives should get on paper in the folder legal evidence on which the expenditure of money could be based and to serve as evidence in case of an audit of our expenditures by the agents of the Treasury Department.

The whole intent of Mr. Brigham's statement was to govern the action of the central office case board representatives in their relations which are very complex relations to the members of the district office staffs. It had nothing whatever to do with the relations to the disabled men of any man employed by the board. I did not understand it was to go out of the office. There was no copy in the files of the central office. After its publicity in the newspapers search was made and there was only one copy of it and that was a personal copy. I keep a copy of everything so far as I know, a personal copy, which was found in my personal file. There was no copy downstairs in the regular files of the board. It was not in any sense an order or in any sense an instruction, and the entire discussion, was a discussion of the relationship of the central office case board representatives to the district office staffs. I could give you this illustration: Within the past month, a representative from this office was sent out to another office as an eligibility man. He passed through a city in which

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one of our district offices was located and telegraphed or wrote ahead to a man from that office and had him come down to the station to see him, and he told the man who was at the station that that district officer was to be changed and that he, this eligibility representative, was going to be sent there as district officer, that the supervisor of training was going to be changed; that the supervisor of placement was going to be changed. He went on to his station leaving that story behind him. The result was, of course, that two or three days later in came a letter from the district office to the central office stating that if "we are going to be changed we ought to be notified from central office." We are trying to keep these eligibility men to the task of passing on the cases before them and leaving other matters alone.

Mr. TOWNER. That was an entirely unjustified statement that he made?

Mr. LAMKIN. Entirely unjustified.

Mr. TOWNER. I want to ask you about one of your recommendations. As I understood, you were recommending the consolidation of the War Risk Bureau and the Public Health Service and rehabilitation section of the vocational board. I would like to have you explain to this committee how you would bring that about. Let me be more particular about it. The War Risk Bureau and the Public Health Service and the rehabilitation section of the vocational board are performing each a particular separable function. What advantage theoretically, in the first place, would there be in the consolidation?

Mr. LAMKIN. The recommendation, Mr. Chairman, was that it should be a consolidation or a closer coordination.

Mr. TOWNER. They are very distinct, those propositions are. I understood you to recommend a consolidation of those.

Mr. LAMKIN. That is not what I read. To consolidate or more closely coordinate, I think, was the statement I made.

Mr. TOWNER. The proposition of consolidation seems very possible but hardly feasible, as it occurs to me. I think that everybody would admit that there ought to be the closest cooperation and even coordination. As I understood you to say now, you are bringing that about in the district offices by bringing the particular agencies together in the same building.

Mr. LAMKIN. We can't do that all through the country, though, Mr. Chairman, because the Bureau of War Risk at the present time has authority to establish but eight district offices or branch offices. We have 14. My impression is that we should have two or three more.

Mr. TOWNER. Well, how would you remedy it? Those are the conditions. How would you bring about closer cooperation and coordination?

Mr. LAMKIN. I think that the question of the feasibility of putting three distinct bureaus under one definite executive department is a question that needs, of course, careful consideration. I think that in the first place, either through legislation or by a definite agreement between the heads of the three bureaus, there should be but one medical examination at one place, and that the same officer, whether an officer of the board or of the bureau or of the Public Health Service, who passed on a man's physical disability, should at the same time pass on the matter of his vocational training.

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Mr. TOWNER. Well, let us see if we can agree upon that proposition. The Public Health Service furnishes the medical examiners for the War Risk Bureau, do they not?

Mr. LAMKIN. They do.

Mr. TOWNER. And the Public Health Service furnishes the medical examiners for the vocational board, do they not?

Mr. LAMKIN. They do.

Mr. TOWNER. Well, the mere fact that they are both doing the work, the outside agencies are both doing the work under the active administration and personnel of the Public Health Service, would be probably all that you could do, would it not?

Mr. LAMKIN. Well, the Public Health Service, while it furnishes the examinations for the bureau, does not always furnish copies of those examinations to us.

Mr. TOWNER. That is a matter simply of coordination again, is it not?

Mr. LAMKIN. Well, we have no authority and no one in our board has any authority over the Public Health Service, and until you make the three responsible to one person, I don't see how you are going to get that coordination.

Mr. TOWNER. Let me ask you another proposition. Do you imagine that the Public Health Service is going to allow their officers to be made solely responsible to you?

Mr. LAMKIN. No, sir; not at all.

Mr. TOWNER. And do you imagine that the War Risk Bureau is going to allow them to be made solely responsible?

Mr. LAMKIN. No, sir; I do not think so.

Mr. TOWNER. Well, then, I can not imagine any arrangement that you could make by which the War Risk Bureau would give over their functions to you or to anybody else.

Mr. LAMKIN. If all three are put under one executive department, the head of the executive department will see to it that the information is given to the different agencies.

Mr. TOWNER. You mean, then, that your recommendation would be that they be placed under the same department so that the department head could order their cooperation and coordination?

Mr. LAMKIN. He could order the cooperation and the cutting out of unnecessary duplication of their functions.

Let me give you this illustration, Judge. Up to the early part of this year the Federal board had at The Adjutant General's office 51 clerks; the Bureau of War Risk Insurance had at The Adjutant General's office 80 clerks. We were getting the same information or practically the same information on the same man, and their information was sent to the bureau and our information was sent to the board. It was a duplication of effort and duplication of work. Of course, Col. Cholmeley-Jones and I have been reasonably—I think he will agree to this—have been reasonably cooperative.

That situation has not always obtained. At present, if the bureau and the Public Health Service do not get along together they have their common head, the Treasury Department—the head of the Treasury—to whom they can appeal and can get that matter settled. If he and I, for instance, do not agree I have to go to the standing

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committee and they to the board composed of themselves and three Cabinet members, who then take it across to the Secretary of the Treasury and down to the bureau.

Mr. TOWNER. Now let us agree that that is desirable. We then come to the practical question as to how to arrange it. The Public Health Service is under the Treasury Department.

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. And the War Risk Insurance Bureau is under the Treasury Department.

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. Now, I suppose your idea would be that the vocational rehabilitation section of the vocational board ought to be transferred to the Treasury Department? Is that your recommendation?

Mr. LAMKIN. I am in the same attitude in that that I am regarding some of the recommendations that we be placed with the Bureau of War Risk, that we were not consulted in the matter, and I think that that is a matter that should be worked out by consultation with the three bureaus and with the Members of Congress. I do not believe that we ought to put the rehabilitation work under the Treasury Department, which has charge of the money of the country.

Mr. TOWNER. Now, that is what is worrying us. There isn't a member of this committee who is not a great deal more anxious to see what we can do to improve the service than he is about anything else. That is the principal object we have in view in these hearings. It is not to discredit anybody primarily, although of course we believe that a public officer engaged in this work who is not performing his duties properly should be discredited, but that is not the principal thing. The question with us is—and I think I speak for the committee—as to how we can improve this service.

The CHAIRMAN. That is correct.

Mr. TOWNER. Now we have got to consider this as a practical question. You are not now ready to say that you should be consolidated with the War Risk Bureau, and I agree with you upon that proposition.

Mr. LAMKIN. I say we should not be consolidated with them.

Mr. TOWNER. That is what I say; you say you don't want to be consolidated with the War Risk Bureau, and you say that you don't want to be put under the Treasury Department; now, where do you want to be put?

Mr. LAMKIN. I think that is not the prime consideration, Mr. Towner.

Mr. TOWNER. Well, I am not speaking about it as a question of favor or favoritism or of choice, but as a question of practical work. Now, you think these ought to be consolidated; how are you going to consolidate them?

Mr. LAMKIN. I don't know how you would consolidate them, except you establish—I mean you continue three separate bureaus and put them under one head.

Mr. TOWNER. Well, they are three separate bureaus.

Mr. LAMKIN. I say, unless you continue them as such.

Mr. TOWNER. And put them under one head?

Mr. LAMKIN. Yes, sir.

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Mr. TOWNER. You can't put them under one head unless you put them into the department.

Mr. LAMKIN. Yes, sir; that is true.

Mr. TOWNER. Now, what department are you going to put them into? Practically, of course, you do not think, do you, that the Treasury Department would release the War Risk Bureau and the Public Health Service?

Mr. LAMKIN. I understand Mr. Shouse says that they will raise no objection whatever to their being removed from the Treasury Department.

Mr. TOWNER. Where would they be willing to go?

Mr. LAMKIN. Personally, I think that the place for these departments is the Interior Department.

Mr. TOWNER. Now, then, we are coming down to a practical remedy. You are in favor of taking the War Risk Bureau and the Public Health Service from the Treasury Department and the rehabilitation section of the Vocational Board and placing them all as separate bureaus in the Interior Department?

Mr. LAMKIN. I think that is the place for them from what study I have been able to give the question. In the first place, I can see no reason, Mr. Chairman, why the Public Health Service should be under the Treasury Department.

Mr. TOWNER. Now, let us see a little further regarding that matter. That would, of course, dissociate you from the Vocational Board?

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. Would that or would it not result in an increase of personnel?

Mr. LAMKIN. It would not result in an increase of personnel.

Mr. TOWNER. I have understood that some of the officials in the Vocational Board were acting both for the vocational work and for the rehabilitation work.

Mr. LAMKIN. That is not true now, with the exception of the fact that the disbursing officer pays out the money for the vocational education—I should say is the custodian of the money of the vocational education fund—but there is no officer who is doing work for both divisions. On the other hand, the Board for Vocational Education is created as a cooperative agency; it is not an executive organization. I have no doubt that this Congress is going to pass the Fess-Kenyon bill, which will make it cooperate with the States in the matter of rehabilitation of those crippled and disabled in industry. If that is true, that division will have to have its own disbursing machinery, and there will be less connection between that and the work of rehabilitation of disabled soldiers than there is now.

Mr. TOWNER. Then your conclusion would be that that could be done without increasing the cost to the Government of the service?

Mr. LAMKIN. I think it would not increase the cost of the service to the Government.

Mr. TOWNER. And you think it would result in greater efficiency?

Mr. LAMKIN. I think it would.

Mr. TOWNER. Now, there is only one question more about that particular matter that I would like to have you discuss.

Would it result in any considerable delay?

Mr. LAMKIN. No, sir; I see no reason why it would. The rehabilitation division should be kept intact in any change that was

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made. It is intact now, and let it be a gradual development, but keep the work going as it is.

Mr. TOWNER. In other words, you think you could be transferred to the Interior Department without any considerable interruption of your work?

Mr. LAMKIN. I think that the "work" would not know it was done until it had been done, so far as interruption is concerned.

Mr. TOWNER. Another question. Of course, at present the War Risk Bureau has a head and no board; the Public Health Service has a head and no board; you have the head of the rehabilitation work and the board. That would require, if the transfer was made, would it not, the elimination of the board entirely from the rehabilitation work?

Mr. LAMKIN. That would put it under—yes; that would require the elimination of the board.

Mr. TOWNER. What, in your judgment, would be the effect of that?

Mr. LAMKIN. On the board?

Mr. TOWNER. On the final result.

Mr. LAMKIN. On the work?

Mr. TOWNER. Yes; the result of it.

Mr. LAMKIN. I do not remember of any very important recommendation that I have ever put up to the board that was not approved.

Mr. TOWNER. That is not the question. I am not speaking about that; I am speaking about what would be the effect in carrying out the work of the Rehabilitation Bureau, as you contemplate it, without the Vocational Board, the entire elimination of it, and the head of the bureau in place of it.

Mr. LAMKIN. I would not want to say that you should put the head of the bureau with no restraints on him; I do not believe that is your suggestion, but neither do I want it to be understood that the board is of no value.

Mr. TOWNER. I understand. This is a reorganization proposition.

Mr. LAMKIN. Yes, sir; I think the work could be done just as well and probably more expeditiously, and I believe some of the members at least of the board agree with me.

Mr. TOWNER. Now, Mr. Lamkin, let me ask you this: What would be the attitude, if you know, of the Public Health Service with regard to their being transferred from the Treasury Department to the Interior Department.

Mr. LAMKIN. I don't know.

Mr. TOWNER. You have no idea?

Mr. LAMKIN. I have no idea.

Mr. TOWNER. What would be the attitude of the War Risk Bureau as to their being transferred?

Mr. LAMKIN. I have heard the director state that it made absolutely no difference to the bureau to what department they were transferred, and that he understood that the Secretary of the Treasury would make no objection. But I think you had better get that from him rather than from me, because it is hearsay.

Mr. TOWNER. I think that the committee regards the question as of very serious if not supreme importance, and if there can be any light thrown upon the matter from any source, I am quite sure that

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the committee will be very glad to receive it. Of course, I am speaking only for myself, and if there is any dissent from that proposition it can be expressed.

Mr. LAMKIN. Why not call the director and the Surgeon General?

The CHAIRMAN. Mr. Lamkin, I was not here, as you know, during all of your testimony, therefore my questions will be rather limited.

There are certain things that I would like to establish, if we can, with reference to our future policy. We would like to know, in your judgment, how long this rehabilitation work will last?

Mr. LAMKIN. I think it should be over by the last of June, 1924.

The CHAIRMAN. In four years?

Mr. LAMKIN. Four year courses.

The CHAIRMAN. About what proportion of it do you suppose would be over by 1923, the year before? How is it going to run?

Mr. LAMKIN. I should think that probably 75 per cent of the work would be completed in two years.

The CHAIRMAN. Do you contemplate any greater overhead than we now have?

Mr. LAMKIN. Any greater overhead? No, sir.

The CHAIRMAN. Will that be reduced any?

Mr. LAMKIN. It will be reduced in the employment of clerks, but the total will not be reduced, because of the additional follow up that is necessary, as more men go into training.

The CHAIRMAN. Now, when we have, say, 25 per cent yet to do?

Mr. LAMKIN. Oh, when that comes, yes; that will be very materially decreased, Mr. Chairman—the overhead will be very materially decreased.

The CHAIRMAN. You have submitted figures of what has been done in other countries?

Mr. LAMKIN. Yes, sir.

The CHAIRMAN. Have you gone into whether it was governmental and how much the appropriation has been?

Mr. LAMKIN. The only appropriation which I could submit was the appropriation of Canada.

The CHAIRMAN. We have that appropriation from Canada.

Mr. LAMKIN. We are getting the others through the Secretary of State.

The CHAIRMAN. I want you to be perfectly frank in your answers upon all the questions, upon some that might have some personal reflection. For instance, it has been thought that there may have been too many academic people employed. What is your judgment on that?

Mr. LAMKIN. I made the statement the other day, Mr. Chairman, that there were—I have forgotten the number, so let me verify it when I have stated it—282, as I remember, men who were school-teachers before they came into the service, or into the military service, and 385 who were not school-teachers before they came into the service, are now employed by the board. I stated that I thought this was an educational problem. In other words, no matter where a man was being trained, whether it was in a school or in a shop, the educative process must go on.

The CHAIRMAN. How far does your recommendation go on matters of who is to do the work?

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Mr. LAMKIN. On the staff members?

The CHAIRMAN. Yes.

Mr. LAMKIN. I think we are accepting everybody who is certified to us by the civil service, and giving them a chance to make good.

The CHAIRMAN. What I am getting at is, is the staff due to your recommendation or due to the decision of the board without reference to it.

Mr. LAMKIN. The standing committee and the board have never refused to approve any man whom I have recommended to them.

The CHAIRMAN. What is the practice of the board, including the ex officio members and the standing committee, as to meetings, conferences?

Mr. LAMKIN. I understand the board meets regularly once a month. The standing committee meets on call from the chief.

The CHAIRMAN. Do the ex officio members participate in the proceedings of the conference as to recommendations and so on?

Mr. LAMKIN. No, sir; I think they ratify—you mean the Cabinet members?

The CHAIRMAN. The three Cabinet members.

Mr. LAMKIN. I think they ratify at the regular meeting of the board all of the actions of the standing committee. I have never seen Mr. Meredith.

The CHAIRMAN. Well, he has gone in very recently.

Mr. LAMKIN. I have never seen Chancellor Houston, or Secretary Houston, since I came here—we called him Chancellor Houston in Missouri—and I have never attended a meeting of the board, so I don't know, but the standing committee has always acted on the recommendations which I have put up to them.

The CHAIRMAN. I don't know whether you would be embarrassed in answering this question or not. If there is any embarrassment, you don't need to answer it—as to the feasibility of a board being made up partially of ex officio members.

Mr. LAMKIN. Why, I think that for any duties of a board it is a very satisfactory thing to do. I think from my understanding of the matter the Cabinet officers have given very valuable advice, and I think—that part is all hearsay, but I understand they have given very valuable advice and careful consideration when they have had the opportunity.

I think this is true, that very frequently men of large affairs, such as Cabinet officers are, who can see work from another viewpoint than that of the man who is directly engaged in it, can give very valuable advice and suggestions as to general policies.

The CHAIRMAN. The committee will stand in recess a few minutes for another matter.

(The committee recessed for 10 minutes.)

The CHAIRMAN. Mr. Lamkin, the committee will again come to order.

In referring to the proposed decentralization, would there be any interruption in that the present existing institutions that you are using are under the direction of the board rather than under the direction of the director or the chief?

Mr. LAMKIN. Our contracts are all signed by the United States—by the Federal board—and they bind the Government and not the

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board, I think. Another thing is that all of our contracts expire on the 30th day of June, and they will have to be renewed. Every contract which we have had to be renewed on June 30.

The CHAIRMAN. One reason for placing this work under the Federal board was that they already were using existing institutions, and it was thought that this work could wedge in very nicely.

Mr. LAMKIN. I think that was very wise at that time, Mr. Chairman. The pioneer work, as you may call it, has been done.

The CHAIRMAN. You think that if we find a way to centralize it under one Cabinet officer that there would be no interruption?

Mr. LAMKIN. I think not. I think it could be done without it being a criticism either of the board for its work or of Congress for putting it originally under the board. As I said when I came on the 15th of September that in a way I was disappointed in the work; that I was looking for a really educational piece of work to be done where I was in close association with Dr. Prosser, whom I regard and I think everyone regards as one of the foremost men in industrial education in the United States. When I came I found instead of it being an intensely educational problem it was primarily an administrative problem—a problem of getting the boys into training, getting them paid, getting the cases acted upon, and things of that kind.

The CHAIRMAN. You are still of that opinion?

Mr. LAMKIN. I am still of the opinion that at present the pioneer work has been done and the problem is more of an administrative one than it has ever been.

The CHAIRMAN. Now, I made a little mental note here about some of the things that the committee has been impressed with that have come out of the testimony. One was the quite general delay in reaching final adjustments. You have gone into that pretty thoroughly.

Mr. LAMKIN. I think so, sir. I think that we should admit there has been delay. I think we will gain nothing by saying that there has not been.

The CHAIRMAN. Now, what about delays now?

Mr. LAMKIN. They are being reduced to a minimum, and there is no reason now for a boy when he reaches the district office not to have his case acted upon in 24 hours' time.

The CHAIRMAN. Do you think that the delays that we suffered originally will not be repeated?

Mr. LAMKIN. No, sir; I think they will not be repeated.

The CHAIRMAN. There is no occasion for it?

Mr. LAMKIN. No; there is no occasion for repeating them.

The CHAIRMAN. Then another criticism that was pretty generally made—I think it impressed the committee—was that there seemed to be misdirection in sending men into training; that there were mistakes; men went where they should not have gone; there was a good deal of controversy as to who should decide what kind of work and where the work should be carried on.

Mr. LAMKIN. I think there is some of that, and I think there will always be some of that, not so much in the matter of who shall decide what training shall be given, but that the boy himself does not know; he is insistent that he shall be allowed a chance to try a certain line of training; he finds out later he can not carry it on and wants to change. Then there is the natural general desire of a fellow to think that something else than what he is doing is the best thing to do.

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The CHAIRMAN. That is quite common. That is quite common with people who do not suffer from disabilities.

Now, that case of Dunstall appeared to me that either he was not giving us the exact statement of the situation or else it was rather a severe case of lack of attention on the part of somebody.

Mr. LAMKIN. As far as the money payments are concerned, I think that is explained by his change of address.

The CHAIRMAN. I do not mean that. He said he was sent down to look at a piece of machinery, and he did not know how to operate it.

Mr. LAMKIN. The coordinator at the school replies that he did not report at the place to which he was sent. I think the case of Dunstall—this is no reflection on the boy, as you are not reflecting, neither am I—I think it is a very difficult case. He is a man of evidently not very high mental attainments and one that needs a good deal of direction and attention.

The CHAIRMAN. However, you did say, as I remember it, that there was some change that ought to be made.

Mr. LAMKIN. There has been a change at the Newark Technical School, and that has been made recently. The director, as I understand, is a man who has himself lost one arm.

The CHAIRMAN. Now, another general impression that the committee was getting from the numerous witnesses that appeared, namely, that there was quite a general dissatisfaction among the men taking rehabilitation with the work, with the manner in which it was being done. The groups that came here, some of them, said things existed that ought not to exist; they were not wanting to complain, but others were very outspoken in their complaints, and the committee, I think, was coming to the opinion, not knowing how many that were entirely satisfied or what proportion this group was, or how much they did represent, that it was a question whether the rehabilitation work was at all pleasing the men.

Mr. LAMKIN. Well, you had, as I recall, 14 men here, and there are almost 34,000 in training to-day.

The CHAIRMAN. How many could we have brought who would have told the same thing?

Mr. LAMKIN. I think you could bring 2,000 for every 1 who told this story here—2,000 who would tell a different story.

The CHAIRMAN. The committee has not felt called upon to call other persons, many of whom have written in to us saying that they would like to appear to testify to their satisfaction with the work. Our business was to find the people who were not satisfied and to see if possible what the source was. Now, we did not go into the other side of it.

Mr. LAMKIN. I think your experience with school administration, Mr. Chairman, will justify you in drawing a conclusion that the boy who is dissatisfied you will hear from, while the boy who is satisfied will pay his tuition and perhaps tell you good-by at the end of the year and go home. That has been my experience in school work.

The CHAIRMAN. I take it that your judgment is that these boys did not represent the general situation?

Mr. LAMKIN. I think they do not represent the general situation; no, sir; not at all.

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The CHAIRMAN. But I also think that we were justified in the belief that some things had taken place with these individuals that ought not to have taken place.

Mr. LAMKIN. I think that with some of those individuals things did take place that should not have taken place.

The CHAIRMAN. What about this general statement that the attitude of charity was frequently recognized in the New York office?

Mr. LAMKIN. I think that statement is not justified. If I recall, you had one reference to it. You had one witness who stated that it was regarded as charity, and that conversation was related and a denial entered by Mr. Clark.

The CHAIRMAN. I don't know how the members of the committee are impressed, but I have been very profoundly impressed that there is something up in the New York office that should not exist. There was general testimony that the morale was not as it should be, and men testifying right from the office, and if they were telling the situation as it is, it was unfortunate. What have you to say about the morale?

Mr. LAMKIN. I always regarded the New York office, Mr. Chairman, as the most difficult office in the country. It has given me a good deal more concern, I might say, than all the other offices combined. I have no doubt that the morale in the New York office was not what it should be. I think that could be seen by the statement made here. On the other hand, I think you called before the committee the men who were dissatisfied with the New York office and have not called the other side. The clerical personnel—the morale there is low, I think, because we continued the policy of employing a number of low-salaried people rather than a fewer larger-salaried people. In other words, we have about 40 or 50 girls there to whom we are paying $60 a month, whereas we should have half that number, paying twice the salaries. I think we could get better service that way.

The CHAIRMAN. Under the law, could you make that change?

Mr. LAMKIN. Yes, sir; we could make that change.

The CHAIRMAN. Could you make it yourself?

Mr. LAMKIN. I could make it by going into the New York office and seeing that it was done. There, again, is a gradual development of it.

Mr. Farwell, as you know, came about the 10th of August. He did, I think, a very creditable piece of work in clearing or in getting the congestion out of the way. The work was congested; there is no question about that. They were discharging from 100 hospitals into the district, and the cases could not be acted upon until the bureau acted; the result was that about the 1st of July the office was congested.

Mr. Griffin left the 1st of August. He was out of the office a little while before he left. Just at that time the amended act of July 11 was put into force. Mr. Farwell came, and I think made headway in relieving the congestion. I think one of the chief sources of the congestion was the cramped office space, which we have relieved.

Mr. Clark took charge of the office in February and has made considerable progress since that time.

The CHAIRMAN. Under whom is Mr. Clark working?

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Mr. LAMKIN. He works under my direction.

The CHAIRMAN. Would you have the authority of removal if it were necessary?

Mr. LAMKIN. Yes, sir; with the approval of the standing committee.

The CHAIRMAN. And under whose authority are such men as Mr. Noyes and Mr. Meyer and Mr. Ives?

Mr. LAMKIN. They are under Mr. Clark's authority, subject, of course, to the approval of the chief of the division.

The CHAIRMAN. So that you have the final say?

Mr. LAMKIN. Yes, sir. I may say that not long ago Mr. Clark asked for the transfer of a man who was not connected with this investigation at all, and I transferred him without question—just taking Mr. Clark's recommendation in regard to the matter. I think the district officers will reply if they were asked that the chief of the division is giving them all the support for which they are asking. I sometimes tell them I think their judgment is wrong, and very frequently they agree with me. When they do, of course, their recommendation is withdrawn, but I know of very few instances where I have not approved the recommendation of the district vocational officer.

The CHAIRMAN. Well, if there is anything wrong in the New York office; if the esprit de corps is not healthy, you can correct it without any law?

Mr. LAMKIN. Yes, sir.

Now, I do not like to come back to the same thing all the time, Mr. Chairman, but you understand when you go to replace men in the New York office you have to have men to put in, and you have to pay them to get them.

The CHAIRMAN. Yes; I realize that.

Mr. LAMKIN. I am sure you do.

The CHAIRMAN. I think there is a problem in the New York office.

Mr. LAMKIN. I haven't any doubt about the problem.

The CHAIRMAN. Has the turnover been very great in the New York office?

Mr. LAMKIN. Among the staff members?

The CHAIRMAN. Yes.

Mr. LAMKIN. I should say yes.

The CHAIRMAN. How about the Philadelphia office?

Mr. LAMKIN. In the Philadelphia office the turnover has not been so great. There have been four district vocational officers at Philadelphia since its organization. There have been four at New York, if you call me a D. V. O. at New York when I was there but 10 days. The supervisors in the New York office have been changed frequently, largely because they didn't have the men to take the supervisory positions.

The CHAIRMAN. Mr. Lamkin, in what you had to say before the committee at any time, have you any recommendations that you would make to the committee that we should do?

Mr. LAMKIN. I made 11 this morning, Mr. Chairman.

The CHAIRMAN. Oh, you did? Well, I will not ask that, then. I think I recognize the difficulties under which you are working. I will not ask you any more questions at this time. Mr. Dallinger, have you any questions?

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Mr. DALLINGER. Mr. Lamkin, you have an office in Boston?

Mr. LAMKIN. Yes, sir.

Mr. DALLINGER. How large a district does that cover?

Mr. LAMKIN. It covers the New England States—Maine, New Hampshire, Vermont, Massachusetts, and Rhode Island.

Mr. DALLINGER. Connecticut is under New York.

Mr. LAMKIN. Connecticut is under the New York office.

Mr. DALLINGER. How many offices would you suggest, in the process of decentralization, having in those five New England States in order to get better efficiency?

Mr. LAMKIN. Well, my own judgment, Mr. Chairman, is that the functions of the central office should be entirely supervisory, and I would like to see, if possible, our files in this office transferred to the branch offices.

Mr. DALLINGER. I will suspend now for Judge Brand.

Mr. BRAND. I only want to ask one or two questions. I want to ask whether or not you have made any answer to the statement of Mr. Griffin as to why he was discharged from the service? You recall he said he was discharged because he was too sympathetic with the boys.

Mr. LAMKIN. Mr. Chairman, I have made no reply to that.

Mr. BRAND. You know I have been absent on account of illness in my family, and I did not know whether you had or not.

Mr. LAMKIN. I have made no reply because I was not chief of the division at the time, and I do not know why Mr. Griffin was discharged—I will not say discharged—why he was relieved at New York. Dr. H. L. Smith, of the University of Indiana, was chief at the time, and I wrote to Dr. Smith asking if he could come, if called, to answer that specific statement of Mr. Griffin's.

Mr. BRAND. I thought that was a very significant statement.

Mr. LAMKIN. Dr. Smith's wife reported that he was not able to travel. He has not been well since he left. Mr. Munroe testified on the stand the other day that Mr. Griffin allowed interest in one soldier to take him out of the office for a considerable length of time at a time, and thus did not give the attention that he should to the cases of the many soldiers who were waiting. I can not answer of my own knowledge; I believe that Mr. Griffin's intentions were right; his interest in the soldier was there. I do not know anything about his management of the office.

Mr. BRAND. Now, one other question. Have you any information as to how many of the boys whose cases have been in review before us have not been properly treated in the New York office, as alleged, who could not speak and write the English language?

Mr. LAMKIN. Of these boys who were here?

Mr. BRAND. Yes.

Mr. LAMKIN. I think all of these men could read and write English.

Mr. BRAND. I know, but the cases which have been brought to our attention by the witnesses. I remember some of the witnesses testifying that some of them could not speak and write the English language.

Mr. LAMKIN. I could not give you any information as to the number of illiterates in the New York district.

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Mr. BRAND. Do you know what per cent of them were foreigners?

Mr. LAMKIN. No; that is where most of the illiteracy, of course, comes; they are illiterate as far as English is concerned. I can not answer that question without auditing the files.

Mr. BRAND. Now, going back to the other just a moment, do you know of anyone, excepting Dr. Smith, who can give an answer to that charge that Mr. Griffin made?

Mr. LAMKIN. I should think the standing committee could, any of them, answer in detail, Mr. Munroe, Mr. McIntosh, or Mr. Holder.

Mr. BRAND. I do not mean that; I mean the statement made by Mr. Griffin which I first directed your attention to, that he was removed from the office because he was too sympathetic.

Mr. LAMKIN. I say any members of the standing committee could give it, because Dr. Smith no doubt consulted with them before any action was taken.

Mr. BRAND. That is all I have.

Mr. LAMKIN. Mr. Dallinger was asking about the further decentralization.

Mr. DALLINGER. Yes.

Mr. LAMKIN. I think it would be well, as soon as we can do it, to take the files which we have in this central office and send them out to the branch offices, not to the district offices but to the branch offices, that the man in the field might have the definite information that we have here about the boys. That is a question of administration, Mr. Chairman, and of development. I think we have been decentralizing as rapidly as we can.

Mr. DALLINGER. May I ask right there, how many branch offices have you in the States?

Mr. LAMKIN. We have at least one branch office in every State except Vermont and New Hampshire. We have branch offices in every State in the Union except those two. We have no branch office in New Hampshire because Maj. O. E. Kane, who is the State commander of the American Legion and a consultant on our staff, advised that it was not necessary. He said it would be a waste of money; it was an overhead expense that was not justified. The same information comes to us from Vermont, but we are prepared to put a branch office in any State where we think the overhead justifies our going into it.

Mr. DALLINGER. I see by this map that you have a district office in Boston which, as you say, covers all of New England except Connecticut. Now, the only district, the only branch offices that appear on this map, are one at Portland, Me, one at Springfield, one at Providence, R. I.

Mr. LAMKIN. Yes, sir.

Mr. DALLINGER. Do I understand that at the present time any boy who wants to apply for vocational training in the State of Maine, which is as large, as you know, in area as all the rest of New England put together, has to go to Portland; is that right?

Mr. LAMKIN. Not necessarily has to go to Portland. His application comes through Portland.

Mr. DALLINGER. Where does he go to be examined?

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Mr. LAMKIN. He will either be sent for to come to Portland, or they will meet him; an advisor will meet him at one of the neighboring towns or send the blank for him to make his application to the nearest Red Cross chapter and they will take his application for him.

Mr. DALLINGER. Is that being done?

Mr. LAMKIN. Yes, sir.

Mr. DALLINGER. Were you here when Congressman Rogers told of that case of the local boy?

Mr. LAMKIN. Yes, sir.

Mr. DALLINGER. Are you familiar with the Boston district office?

Mr. LAMKIN. I am fairly well familiar with it, I think. I have not been in it since we moved to the new building, to our new quarters. I have been in it when we were in the little building two or three times.

Mr. DALLINGER. In your opinion, have you enough men in the field to properly cover the New England States?

Mr. LAMKIN. No, sir; I think we have not.

Mr. DALLINGER. Well, why haven't you a sufficient number?

Mr. LAMKIN. We can not get the qualified men at the salaries which we can pay them.

Mr. DALLINGER. The salary now is $2,400?

Mr. LAMKIN. $2,400; yes.

Mr. DALLINGER. Do you think that if you could pay $3,000 you could get a sufficient number of men?

Mr. LAMKIN. I think so; yes, sir.

Mr. DALLINGER. You have an appropriation sufficient?

Mr. LAMKIN. We have an appropriation sufficient.

Mr. DALLINGER. But it is the salary limitation?

Mr. LAMKIN. Yes, sir; there never has been any question about the amount of the appropriation.

Mr. DALLINGER. It is a question of your getting a sufficient number at the salary. Now, in regard to the Philadelphia office, the testimony of Mr. Reid was to the effect that the morale of the Philadelphia office was in very bad shape.

Mr. LAMKIN. I think that applies to Mr. Reid alone.

Mr. DALLINGER. You think that there is a good morale at Philadelphia?

Mr. LAMKIN. I think so, sir.

Mr. DALLINGER. That the men are working well together?

Mr. LAMKIN. I think so.

Mr. DALLINGER. And are doing good team work?

Mr. LAMKIN. Yes; I think so.

Mr. DALLINGER. I understood you to say that at the New York office you had quite a number of clerks who were only getting $60 a month?

Mr. LAMKIN. Yes, sir. They are carried as messengers. They are certified by the Civil Service Commission as messengers, and they have been doing clerical work. I mean by "clerical work," checking cases and things of that kind, which they can do.

Mr. DALLINGER. In the War Risk Insurance Bureau they get $100 a month, don't they; most of them?

Mr. LAMKIN. Messengers?

Mr. DALLINGER. The clerks; those who are doing clerical work?

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Mr. LAMKIN. Yes, sir.

Mr. DALLINGER. In your opinion, in order to have an efficient clerical force at New York, would it not be necessary, with the cost of living in New York, to pay at least $1,200 for clerks and stenographers?

Mr. LAMKIN. I think so, sir. I do not believe you can get stenographers at $1,200 in New York that are satisfactory. I do not mean to say that all of our employees in the New York office, you understand, are getting just $60; but there are 50 of them, I think, who are getting $60, as I recall.

Mr. DALLINGER. Can you get any kind of an efficient clerk in New York for $60 a month?

Mr. LAMKIN. I think not. You may get some messenger that can carry a case folder from one section to another, but then that is practically all.

Mr. DALLINGER. Now, what have you to say, Mr. Lamkin, in regard to the treatment—courteous or discourteous treatment—that soldiers find, applying for the first time for vocational training at the Boston and New York offices, the Philadelphia office, and other district offices and branch offices?

Mr. LAMKIN. I think there can be no question that they are courteously received at all of those offices. In Boston and in Philadelphia they are received by ex-service men. At New York, the first person who meets them is a young woman who spent at least two years overseas in the Red Cross service; and I think that statements regarding discourtesy are not borne out by careful investigation of the facts. I have said, and will say again, that where an employee of the board fails to treat a man with courtesy, and it is shown, he will be removed summarily from the service of the board.

Mr. DALLINGER. You would not go so far as to say that these soldiers who appeared before our committee and have testified in regard to this receiving discourteous treatment were intentionally stating what was not true?

Mr. LAMKIN. No, sir; I would not. On the other hand, a man who comes in, a disabled man, who needs vocational rehabilitation and economic restoration, whose nerves have been shattered, as I said to the chairman the other day, who has been through experiences that none of us have been through, is in an attitude where he will magnify things that were not intended as discourtesies and really not discourtesies into very serious offenses. Take the case, Mr. Chairman, of Dan Edwards. You heard here what he said about U. G. Smith; and yet I filed for the record yesterday a letter from Dan Edwards, written just after the time when he saw Mr. U. G. Smith, which was highly appreciative of Mr. Smith's courtesy and tact in dealing with him.

Mr. DALLINGER. Do you not think that the suggestion which I made, that in every one of the offices, district or branch, where the men apply for the first time, or where they come the second or third or fourth time, there should be some notice posted up stating that they could apply to some particular person, either the head of the office or the assistant, so that he could make complaint of discourteous treatment? He could go to a certain room, go to a certain person and make the complaint. Don't you think that would be a good plan to have such a notice posted up?

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Mr. LAMKIN. I had not thought of that, Mr. Dallinger. It might be open to the objection that we admitted that there was discourteous treatment; on the other hand, I don't care what admissions we make, if we can correct any discourteous treatment.

Mr. DALLINGER. Would it be necessary to make any admission? For instance, to illustrate what I mean, you are familiar, of course, with the notices posted up in hotels and railroad offices that any guests or travelers who are discourteusly treated are requested to apply to the management or the office of the hotel?

Mr. LAMKIN. Yes, sir; I have used some of these railroad requests and have gotten results.

Mr. DALLINGER. What I am getting at is this, Mr. Lamkin: It seems to me that a wounded soldier, a man who had been suffering from a physical and a mental trouble, frequently might come to one of our offices to make his application, and, receiving discourteous treatment, being rebuffed by some subordinate with whom he first came in contact, might get discouraged and go away. Isn't that a possibility?

Mr. LAMKIN. I think that is probable.

Mr. DALLINGER. As you recall, some of the witnesses testified that a great many boys did come into the office, and because of the apparently inexcusable delay and the indifference shown to them they went away and said they would never come again, and might not that account for the fact that a great many boys who ought to be receiving training, for whom Congress made the appropriation that they should receive training, have gone away, and perhaps now it is impossible to get track of them?

Mr. LAMKIN. I doubt whether that accounts for many of the boys not being in training who have been approved for training. I think it may account for some who should be approved for training, who are not in training, who are not yet approved, whom we can not get to come back. I think there is a good deal of merit in the suggestion you make, Mr. Dallinger.

Mr. DALLINGER. For instance, you remember when I was examining Mr. Clark, and also Mr. Griffin, they said, "Why, there couldn't have been any discourteous treatment because we were right there, and if there had been any we would have known about it." And I asked them how would they know to whom to make the complaint, with a great big room with 10,000 feet of floor space and two or three hundred clerks working, typewriting machines going; while Mr. Clark might be there, as he said he was, going around, they would not know who Mr. Clark was and they would not know that they could go to him with their complaint and they might get discouraged and go out. That is the reason I made the suggestion that some notice should be posted up that any applicant for training who did receive discourteous treatment or who did not get what he considered expeditious disposal of his case, might apply to Mr. Clark, room so and so, where he could go and say, "Here, I have been waiting all day; I was here all day yesterday, and I can't get any satisfaction." And then Mr. Clark orders his assistant or somebody to whom that application would be made, to look into the matter and see that the boy was taken care of, and find out who was to blame for the delay or the indifference. In other words, if something of

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that kind is not done, you would never know anything about the matter; Mr. Clark might never know it.

Mr. LAMKIN. Of course, there is in every one of the offices, and has always been, what we call a personal-service man who meets the boys and is supposed to be in the reception room all the time.

I think there is another feature of your statement that might be thought of, and that is these boys after they come from the service are not in the habit of going without invitation to the higher officials, and the invitation might lead them to go where they otherwise would not go. A boy in the service would not think about complaining to the colonel without going up through the proper officials, but these boys ought to be allowed to go to see anybody in the office and make their complaints.

Mr. DALLINGER. That is just what I had in mind. These boys have been in military training where they could not even see their lieutenant or the captain unless the top sergeant said they might go; and being rebuffed by some $700 clerk or some $1,000 clerk, who perhaps was not feeling very well that day, they might naturally say, "Well, I guess they don't want to give me the training, and I will go home." I think it is very important, and it seems to me that if some system of that kind had been in operation at the beginning, a great deal of this criticism might have been avoided, and the employees of the board who are responsible for the matter might have been discharged early in the operation of the law.

Mr. LAMKIN. I think there is a great deal of merit in the suggestion.

Mr. DALLINGER. Now, did I understand you to say, that at the present time the administration had so far improved that every boy in the country applying for training at a district office or at a branch office ought to have his case taken up within 24 hours?

Mr. LAMKIN. Men who get to the district officer should; yes, sir; the cases when they get to the district offices; the branch offices, as yet, are not approving of eligibility.

Mr. DALLINGER. But you intend to provide for that?

Mr. LAMKIN. Yes. The only delay, Mr. Dallinger, should come in the getting of adequate medical information.

Mr. DALLINGER. Now, have you a sufficient corps of doctors at the present time to remedy the complaint which was made here by witnesses that they would be kept waiting all day and then told to come back the next day, in order to be examined?

Mr. LAMKIN. The difficulty in New York in regard to doctors was the lack of space. We never have had space enough for the doctors. In all of the cities we are trying to get together in the same office building with the Public Health Service, where there will be sufficient doctors. The lack of doctors will be in the lack of specialists that are required for special examinations, psychiatrists, or the tuberculosis experts, or the eye specialists, or any of the specialists. The boys will have to wait until we can get time for them, but those will be few.

In Atlanta we are keeping but one or two medical officers in our office. The entire force is at the Public Health Service, and the Public Health Service is furnishing cars to take the boy over and back and get him examined. In Boston the Public Health Service is

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either on the floor above or the floor below us; I don't remember which. In New York it is on the floor above. In Philadelphia it will be on the same floor, in the same building, and there should be no reason why the boy could not get his examination there.

Mr. DALLINGER. With the force that you have now, taking the case of a boy making his first application for training, how long do you think he would have to be kept waiting before he came in touch with his advisor?

Mr. LAMKIN. Before he came in touch with the advisor? He should not be kept waiting but a very short time

Mr. DALLINGER. Well, how long—an hour?

Mr. LAMKIN. I should think an hour would reach him.

Mr. DALLINGER. He would not have to wait in that outside office more than an hour?

Mr. LAMKIN. No, sir.

Mr. DALLINGER. Before, he had somebody who would talk with him sympathetically and find out just what he wanted?

Mr. LAMKIN. He should not have to wait at all, so far as that is concerned. For instance, Miss Shuart, in the New York office, now is not expected to do anything except meet these boys and see that they are comfortable while they are waiting for the adviser. The same way with Mr. Sisson in the Philadelphia office. I don't know the man's name in the Boston office.

Mr. DALLINGER. So you don't think to-day, Mr. Lamkin, whatever may have been the facts six months ago or a year ago, you don't think that a boy would have any excuse for feeling discouraged and going away?

Mr. LAMKIN. I think not, sir. You understand, of course, I am not saying we have a 100 per cent efficient machine; we have not, but we are improving it rapidly, and the boys have no reason to feel now that they are not being taken care of.

Mr. DALLINGER. Did I understand you to say that you approve heartily of the amendment to the law doing away with the distinction between section 2 and section 3 training?

Mr. LAMKIN. I do.

Mr. DALLINGER. And in your opinion the fact that there was that distinction in the law is accountable for a great many of the complaints that have been made?

Mr. LAMKIN. I think it accountable for 90 per cent of the complaints, Mr. Dallinger.

Mr. DALLINGER. Are you in favor of placing this rehabilitation work, Mr. Lamkin, under the War Risk Insurance Bureau?

Mr. LAMKIN. No, sir; I think the rehabilitation work is of an equal importance with the Bureau of War Risk Insurance, and I believe that rehabilitation should not be confused with solely money payments to men. I do not believe that the Bureau of War Risk Insurance has studied the question nor that, with all due deference to them, they know very much about vocational rehabilitation.

Mr. DALLINGER. And just one other question. If the law is amended so that there is no distinction between section 2 and section 3 training; that every boy who has a disability of 10 per cent is entitled to training with maintenance provision, have you sufficient force to take care of the thousands and thousands of applications that will then come in?

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Mr. LAMKIN. No, sir; we have not; not now.

The CHAIRMAN. You estimated the additional cost at $455,000,000, did you not?

Mr. LAMKIN. That is the total cost, Mr. Chairman. As I stated in this suggestion this morning, the cost of about 20 days' of war.

The CHAIRMAN. That would include the additional overhead.

Mr. LAMKIN. That would include all the additional overhead, everything of the kind. It was based on the figures of the present law, not the figures of the Darrow bill.

Mr. DALLINGER. What about the schools? Do you have schools enough?

Mr. LAMKIN. No, sir; I think not.

Mr. DALLINGER. Do you think that the passage of an amendment to the law would necessitate your having schools of your own?

Mr. LAMKIN. The institutions are in the country, if you use such places, as, for instance, Fort McHenry, or the old Carlisle Indian School in Pennsylvania, which was turned over to the Army, you understand; and Camp Jessup, near Atlanta, which is the best automobile school in the United States, and places of that kind. The Government has the facilities now.

Mr. DALLINGER. Is the equipment still there?

Mr. LAMKIN. The equipment is still there in most of those places.

Mr. DALLINGER. How about the teaching force?

Mr. LAMKIN. It is still there in Fort McHenry. The teaching force is still under the direction of the Surgeon General's office, some of it.

Mr. DALLINGER. Have they sufficient teaching force?

Mr. LAMKIN. I think so. We are finding this, Mr. Chairman: The War Department in its educational program, in its program of vocational education, is coming to our training staff and taking men away from us and paying them anywhere from $3,500 to $4,000, men whom we are paying $2,500 to $2,750, and giving them permanent positions as teachers in the Army vocational schools for the men now in the Regular Army. But with reasonable salary limitations we can get the teachers.

Mr. DALLINGER. You are in favor, as I understand it, of removing all salary limitations?

Mr. LAMKIN. Not necessarily. I would be willing to say that they should establish reasonable limitations. I appreciate the attitude of Congress. I think it is a wise one with lump sum appropriations—it is a rather dangerous policy to say to the administrative officer, "We will take the lid off here and you can use the money as you please."

On the other hand, I think that an arrangement such as we could make with Fort McHenry, if for instance the War Department would maintain it, or if the Public Health Service would maintain it, or if the board would maintain it, we could get our teachers there at the $2,400 salary limitation, because the cottages are furnished, the quarters are furnished, and rent is a very important item in living expenses these days. It is the same way at all other Government hospitals and Government camps, because quarters can be furnished.

The CHAIRMAN. Mr. Lamkin, have you any figures at hand amplifying that statement about the War Department taking these men?

Mr. LAMKIN. I can get you the names of some of these men who have gone to the War Department.

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The CHAIRMAN. That is exceedingly important if we bring up this amendment.

Mr. LAMKIN. I can get you that information, Mr. Chairman.

The CHAIRMAN. Because the War Department's estimates were $10,000,000 for this work, and Congress cut it to $3,000,000—I mean the committee cut it to $3,000,000, and the House cut it to $2,000,000; and in 1916 it was $75,000, and I am wondering whether they are replenishing their force by taking the men in your department?

Mr. LAMKIN. I do not want to get another department into trouble, but you are entitled to the information.

The CHAIRMAN. Well, I want the information. If you will get it for me.

Mr. BURROUGHS. I believe you stated, Mr. Lamkin, that the biggest part of your life so far had been spent in administrative school work.

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. You were educated for the law and went into school work when you were a young man?

Mr. LAMKIN. I was in school work, Mr. Chairman, and I had to leave because of economic conditions facing school-teachers. I went to the University of Missouri to study law. I was in the law school, I think, in November, 1906, when the State superintendent of our schools called me and asked me how I would like to "hook up" with him. I told him that I was expecting to practice law; and he said if I would come over and serve as his chief clerk, helping him in the legislative session that was just convening, that it would be good experience for me; and I went there.

Mr. BURROUGHS. How old were you then?

Mr. LAMKIN. I was 29.

Mr. BURROUGHS. And you are now 43?

Mr. LAMKIN. Forty-three. I had been teaching prior to that time for eight years.

Mr. BURROUGHS. You have had experience at St. Louis as a district vocational officer?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. For how many months?

Mr. LAMKIN. Six.

Mr. BURROUGHS. Then you have had about eight months' experience here at the central office as Chief of the Division of Rehabilitation.

Mr. LAMKIN. Almost that time.

Mr. BURROUGHS. How long has it been a fact—as you said, I believe, that it is now a fact—that the district vocational officer has been free, or substantially free, in the choice of men to serve on his staff?

Mr. LAMKIN. It has never been different since I have been chief of the division, Mr. Chairman.

Mr. BURROUGHS. Was that practice in vogue when you became chief, or was that a practice which you put in force?

Mr. LAMKIN. The chief did not send me but one or two men in St. Louis that I did not want, and I did not keep them. I think it was the practice when I became chief. I have no doubt about it.

Mr. BURROUGHS. You think, for instance, that the district vocational officer at New York may have men on his staff whom he desires?

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Mr. LAMKIN. Yes. I think he now has men on his staff whom he does not desire.

Mr. BURROUGHS. I beg your pardon?

Mr. LAMKIN. I think, too, that he has men on his staff now whom he does not desire, but I have not seen fit to transfer them, because——

Mr. BURROUGHS. Is he free?

Mr. LAMKIN. Not entirely so. I think he is as free as sound administration would permit.

Mr. BURROUGHS. You would not think it wise, then, under present conditions, to give to the district vocational officer, either in New York or elsewhere, in any district the right to transfer, of his own initiative, men from his office to another office, or to dismiss men from his office?

Mr. LAMKIN. No, sir; I think not.

Mr. BURROUGHS. Suppose the D. V. O. at New York became convinced that a certain man on his staff should be separated from his office, and he should recommend such action to the central office here, stating his reasons for the same, is there any reason in the world why that should not be granted?

Mr. LAMKIN. I think if he has good reasons, Mr. Chairman, he can substantiate them to the central office.

Mr. BURROUGHS. Since you have been chief of that division, if such recommendation had at any time been made with what seemed to you to be good reasons for the same, some action in the way of transfer or of dismissal would have taken place?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. As a matter of fact, have any requests of such a nature been made since you became chief, from the New York office?

Mr. LAMKIN. Yes, sir; the request was made that four persons be transferred, but—I will have to think a little longer—as I remember, a request has been made for seven persons to be transferred from the New York office.

Mr. BURROUGHS. Do you recall how many of those seven persons have been actually transferred from the New York office?

Mr. LAMKIN. Three, and another one is on the way.

Mr. BURROUGHS. I understand, then, that when new men are assigned to a district office, it is substantially optional with the D. V. O. at that office whether he will keep the man or not.

Mr. LAMKIN. It is. I have never asked a D. V. O. to keep a man with whom he was not satisfied that I had sent there.

Mr. BURROUGHS. But having once taken a man on the staff, the D. V. O. does not have authority to separate him from the service of that office without the assent of the central office?

Mr. LAMKIN. No, sir.

Mr. BURROUGHS. Since you became head of the division here, only seven requests have come from New York for changes in the personnel, in the way of transfer or separation, and of those seven——

Mr. LAMKIN. Four——

Mr. BURROUGHS. Four have been granted? Of those seven requests four have been granted?

Mr. LAMKIN. That is my recollection. There are, in addition to that, Mr. Chairman, probably some men who have been sent there that it was reported to the supervisors and the superintendent of

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placement and training that they were not satisfacory, and they were removed without request ever being put up to me.

Mr. BURROUGHS. And we have to assume that in the other three cases the reasons assigned were not thought by the central office to be proper?

Mr. LAMKIN. Two of the other three cases were Mr. Ives and Mr. Myer.

Mr. BURROUGHS. Was that recent?

Mr. LAMKIN. That was since the investigations began.

Mr. BURROUGHS. Was it since these gentlemen whom you name testified here?

Mr. LAMKIN. No, sir.

Mr. BURROUGHS. Was it since it became known that they were to testify?

Mr. LAMKIN. I think it was.

Mr. BURROUGHS. What, if any, reason was given in the request for their separation or transfer to you?

Mr. LAMKIN. I do not remember, Mr. Chairman. My recollection is that the statement was made that they were not loyal to Mr. Clark, who is district vocational officer. That is my recollection of the matter.

Mr. BURROUGHS. You say that the requests were not granted?

Mr. LAMKIN. No, sir.

Mr. BURROUGHS. Was any assurance given, either in writing or tacitly, verbally, or in any way, that at some future time the requests would be granted?

Mr. LAMKIN. No, sir.

Mr. BURROUGHS. What reason, if any, was given by you to Mr. Clark for not granting the requests?

Mr. LAMKIN. I told him that I would consider the matter and act on it later.

Mr. BURROUGHS. That is all that has been said?

Mr. LAMKIN. Yes, sir. I have told him since then that I thought it extremely unwise to go into the matter at this time.

Mr. BURROUGHS. These are the only requests that have ever come to you from the New York office—these seven requests that you refer to—so far as any change in personnel is concerned?

Mr. LAMKIN. Yes; and so far as I remember, I have not declined in any of the other 13 districts to accede to the request of the district vocational officer. I have transferred some men against my own judgment. I told the district officer that I was transferring them against my judgment, and in some cases the district officer has later admitted that his judgment was wrong.

Mr. BURROUGHS. You stated, I believe, that at some date—I have forgotten whether you said that was true as of to-day or of some recent date—but anyway that the overhead expense of this section—that is, the rehabilitation section—was in the neighborhood of 15 per cent; is that right?

Mr. LAMKIN. It is less than 15 per cent now, Mr. Chairman.

Mr. BURROUGHS. And that that per cent has been steadily decreasing?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. Do you believe that it can be still further lowered?

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Mr. LAMKIN. I think there is no doubt about that. I think it can be lowered further. Of course, the passage of the Darrow bill will lower it, not by decreasing the amount of overhead, but by increasing the direct expense. I think it will not go very much lower than that, Mr. Chairman. I should think it would run around from 10 to 12 per cent.

Mr. BURROUGHS. I understand from this chart which you handed to the members of the committee that there are, under your present organization, 10 different departments in the central office?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. You consider all those departments to-day necessary?

Mr. LAMKIN. Yes. Mr. Burroughs, I might answer in this way, that somewhere we have to have a statistical division. The work in the districts is not sufficient to require the building up of a large statistical division in the districts. The same thing is true in the auditing and disbursing offices.

Mr. BURROUGHS. I understand from your testimony—I forget just where you stated it—but at some time I got the impression from what you said that you quite agreed with the idea of the advisability of further decentralization, but that you felt perhaps that it had gone as far at the present time as, under present conditions, it could go.

Mr. LAMKIN. I think so.

Mr. BURROUGHS. I got the impression from what you said that you felt that if present policies were continued, that at some later time it could go advantageously still further.

Mr. LAMKIN. Yes, sir. I think I stated it was a gradual process, and we were decentralizing as fast as we felt it was wise.

Mr. BURROUGHS. Then, you believe in the beneficial effects of decentralization?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. And placing the responsibility, so far as that can be done, with the district officers?

Mr. LAMKIN. With the district officers.

Mr. BURROUGHS. Now, if that policy is continued, it will be possible to get rid of a whole lot of this overhead expense here in the central office, will it not?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. For instance, to-day you have in the Medical Department a chief medical officer?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. What salary does that man receive?

Mr. LAMKIN. He is detailed to us by the Public Health Service.

Mr. BURROUGHS. He does not cost you anything?

Mr. LAMKIN. No, sir.

Mr. BURROUGHS. You have a superintendent of advisement and training?

Mr. LAMKIN. We pay him $4,000.

Mr. BURROUGHS. Those were originally separate sections?

Mr. LAMKIN. Separate in the districts, but not in the central office. It has never been separate in the central office. The same man has been in charge of both.

Mr. BURROUGHS. That superintendent now receives $4,000?

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Mr. LAMKIN. $4,000.

Mr. BURROUGHS. Will it always be necessary to have a Superintendent of Advisement and Training here in the central office?

Mr. LAMKIN. I think so.

Mr. BURROUGHS. You think that will be necessary?

Mr. LAMKIN. Yes, sir; I think we will have to have him.

Mr. BURROUGHS. And that would perhaps be true also of the Placement Superintendent?

Mr. LAMKIN. Yes, sir. He is paid $4,000. However, it will not be necessary to have the number of assistants which they have. I think each of those men has about 10 assistants, 10 traveling representatives.

Mr. BURROUGHS. Well, now; what do those assistants receive?

Mr. LAMKIN. Anywhere from $2,400 to $3,500.

Mr. BURROUGHS. Do you mean to say that the Superintendent of Advisement and Training receives $4,000 and that he has about 10 assistants who receive anywhere from $2,400 to $3,500?

Mr. LAMKIN. I could not say there are 10, but about 10, I should say. For instance, there is one man, Dr. Quick, who is supervising agricultural education, and he directs education throughout the country. There is one man under the superintendent's direction who has the public health hospitals.

Mr. BURROUGHS. That is also true of the Superintendent of Placement?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. He receives a salary of $4,000, and he has 10 or a dozen assistants?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. With salaries from $2,400 to $3,500?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. Now, will you explain why it is—I am simply asking for information, because I did not get it myself—why it is, if the district office now has pretty nearly a free hand, as you say, in the way of placing men and taking final action as to putting men in training up to $500 a year tuition, and not exceeding two years, is it?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. Two years' training?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. Why is all this force necessary here at the central office, and what do they do?

Mr. LAMKIN. The Superintendent of Training has general oversight of all the training in all the districts. He is constantly working out training problems for all the districts. He is the clearing house for the training supervisors in the several districts. He has his conferences with his training supervisors in the districts. His man Quick, for instance, is working, first, with the Massachusetts Agricultural College, with the Ames Agricultural College, and the Manhattan Agricultural College, on unit courses, and he goes from one to another and consults with the district officers, and tells them what they are doing in other districts, and plans with them what can be done in their district.

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Mr. BURROUGHS. He has nothing to do with the determination of the questions of eligibility, or questions of where a man should be placed?

Mr. LAMKIN. He is supervisory and advisory in the matter of contracts. A contract which comes in for instruction in a university is referred to the superintendent of training, who passes on whether or not it is a reasonable charge, whether or not that same instruction can be gotten in another place in the country equally as well. The duty of the superintendent of training is to develop training opportunities. For instance, in the case of Temple University, about which I spoke this morning, the superintendent of training, acting through the Philadelphia office, developed the opportunity at Temple University, where they could take and train up to a thousand men. The superintendent of training works through and directs the work in the Public Health hospitals. He has direct charge of the supervisor for the blind and the supervisor for speech defects. There are not enough blinded men in each one of the districts and enough men who are suffering from speech defects in each one of the districts to have those specialists and they are in the central office and cover the whole country.

The superintendent of placement acts very much in the same way. One of his representatives, for instance, is a printer, and if there is any question regarding printing presses in any of the districts, we do not have a printer on each one of the district staffs. We have some others, probably, who are machinists; we have others who are boilermakers; we have others in various different lines, and when that district has a problem concerning those particular lines, this man goes out to consult with the district and to help the district on that one problem. But he has no authority, he exercises no authority, except supervisory and advisory authority, over the placement of the men and to follow up the men in the districts. I think that work we are going to have to continue from the central office, but I think it will not be as important nor as extensive in a further decentralization. In fact, one superintendent told me a day or two ago that he was about ready to be sent out to a district office, and I said why, and he said, "Our work here is getting to be more routine, and the actual problem is getting over into the districts."

Mr. BURROUGHS. It seemed to me rather unusual that there should be so many men of that grade employed here in a supervisory capacity, when, as you stated, so much power had been placed with the district office in those matters. I could not quite see why there should be 2 superintendents and 20 or more assistants here in the central office under such circumstances.

Mr. LAMKIN. You understand they are not in Washington. They are officially stationed in Washington, but they are traveling in the field most of the time, practically all the time. For instance, I asked yesterday where Miss Joiner, the superintendent of speech defects was, and Mr. Hamilton told me that she was in St. Louis yesterday. We had a question arise out there as to our contract for training with two institutions, and the question arose as to which one of the two was better able to train our boys. She went out to see. There is no one in the St. Louis office who is a specialist on the training of men with speech defects. Dr. Quick, of the Agricultural Department,

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spoke to me in the hall down at the building the other day, and he said, "I got in at 12 o'clock, and I am going out to-night." He was only in for a few hours.

Mr. BURROUGHS. You have a case board here in the central office?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. And that is headed by a chairman? How many are there on this case board?

Mr. LAMKIN. There have been about 26. Within the next week or so we will have two.

Mr. BURROUGHS. That is going to be materially reduced, then?

Mr. LAMKIN. It is materially reduced now. I think there are about eight. The chairman has gone. The chairman is being sent to a district, and those two men will be retained here solely to handle appeals.

Mr. BURROUGHS. It is evident that the process of decentralization is now going on?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. You made some remark about records and returns.

Mr. LAMKIN. Yes, sir. Mr. W. H. Matthews, who is superintendent of records and returns, is receiving $4,000. I might explain in that connection, Mr. Chairman, that the statement was made that he was getting $3,800. When any salary is increased, until the last week or 10 days we have had to wait until the Civil Service Commission approved it before the actual payments could be made. Mr. Matthews's salary was $4,000, but the Civil Service Commission had not approved that increased, and it was not paid to him. The Civil Service Commission did approve it, and there was paid him $4,000. He left. The place has not been filled, and will not be filled. Mr. Brigham is acting superintendent of records and returns. The idea is that we shall not put another $4,000 man in that place, but that we will use it as a statistical division for the gathering of statistics or compiling statistics as we shall get them from the districts. That section has been reduced in the past several months—well, it has been reduced from the time Mr. Matthews was here, from something over 300 to in the neighborhood of 225 employees.

Mr. BURROUGHS. What are the special functions of your case superintendent?

Mr. LAMKIN. The case superintendent passes on the legal questions and keeps the records of the attendance of the men in training—of their entrance into training, and discontinuance, in order to make up the soldiers' pay roll. He also passes on the question of dependency claims as they are submitted to the board for approval.

Mr. BURROUGHS. How much of a department is that?

Mr. LAMKIN. I think he has something like—I should say 75 employees in the department. That, Mr. Chairman, is being reduced, because we are getting our addressograph machines in there, which will be able to reduce the clerks in the preparation of pay rolls.

Mr. BURROUGHS. How much of a staff does that personnel officer have?

Mr. LAMKIN. The staff personnel, I think, is about five persons: maybe a few more than that. The clerical personnel officer has

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probably 25 or 30. He has to keep all the records of all the personnel in all the districts, for Treasury regulations and Civil Service regulations, and things of that kind. And then, each department of the Government, as I understand it, is having to retain two or three clerks to give the Civil Service Commission their information concerning classification and things of that kind.

Mr. BURROUGHS. Are there any high paid men on his staff?

Mr. LAMKIN. No, sir.

Mr. BURROUGHS. What is his salary?

Mr. LAMKIN. The chief clerk gets $3,000.

Mr. BURROUGHS. I mean the personnel officer?

Mr. LAMKIN. The personnel officer gets—well, the chief clerk handles the clerical personnel. The personnel officer gets $2,400.

Mr. BURROUGHS. And the chief clerk—what is his salary?

Mr. LAMKIN. The chief clerk, Mr. Alden, gets $3,000.

Mr. BURROUGHS. Does he have assistants under him?

Mr. LAMKIN. Yes, sir; nothing over $2,000.

Mr. BURROUGHS. How many assistants?

Mr. LAMKIN. I could not tell you definitely the number of men he has as assistants. His assistants are largely women. You understand he is the official custodian of all the property of the board, not only in the central office, but officially in the districts. He keeps all the property accounting, all the property records, and all the personnel records. Through him are made all the purchase orders for the purchasing of all supplies and things of that kind.

Mr. BURROUGHS. And the auditor?

Mr. LAMKIN. The auditor is really an accounting officer. He is concerned primarily with the mathematical accuracy of all accounts that are submitted; second, with the duty of determining whether or not they are proper subjects, proper charges against the Treasury, and he has a bookkeeping section which establishes and maintains a liability register.

Mr. BURROUGHS. How many assistants does he have?

Mr. LAMKIN. I should say that in the auditing section, as a whole, there are probably from 50 to 60 employees.

Mr. BURROUGHS. Are they high-grade or salaried employees?

Mr. LAMKIN. None of them receives over $2,400; but their salaries are higher than ordinary Government clerks.

Mr. BURROUGHS. How many get as much as $2,400?

Mr. LAMKIN. I think he has but one who gets $2,400.

Mr. BURROUGHS. But several as much as $2,000, perhaps?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. Then, the last officer here on this chart is the disbursing officer?

Mr. LAMKIN. Yes, sir. We pay the disbursing officer $3,000. He has one assistant at $2,500, and the other employees are paid less money than that.

Mr. BURROUGHS. How many assistants does he have?

Mr. LAMKIN. I should say, all told, he has from 50 to 60 employees.

Mr. Chairman, I would like to officially invite the committee to come to the office some time when they can and go through the office and see the actual operation of it.

Mr. BURROUGHS. I should personally be very much pleased to do that.

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The CHAIRMAN. I think the committee should do that some time in the near future.

Mr. BURROUGHS. You feel, Mr. Lamkin, that there have been delays, substantial delays, since this work was started for these men?

Mr. LAMKIN. Yes, sir; I know there have been.

Mr. BURROUGHS. Delays that ought not to have occurred?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. A good many of them?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. I understood you to say that, as things are now, there is no reason, no good reason, why any boy's case should not receive action? By that, I mean final action; that is, a determination of the case within 24 hours after it reaches the district office?

Mr. LAMKIN. I think that is true. If the district officers have not the clerical force to do it, we will give them the clerical force that is necessary; and we have an eligibility man there all the time who can determine eligibility as fast as it is put up to him, and if he has more cases than he can determine to-day, we will add another man.

Mr. BURROUGHS. In how many district offices—you have 14?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. In how many of the 14 district offices of the country, in your opinion, is that being done to-day?

Mr. LAMKIN. What; that they are being acted upon?

Mr. BURROUGHS. Yes; within 24 hours.

Mr. LAMKIN. The only way I can reply is to say that I am getting practically no complaints of delay from any office except the New York office.

Mr. BURROUGHS. Is it or not being done, in your judgment, at the New York office now?

Mr. LAMKIN. I do not know, Mr. Chairman, whether it is being done there or not. I think they are acting much more quickly than they have. I have been told that Mr. Collier and Mr. MGuire and Mr. Kirby, the eligibility men there, were keeping up with their work, and, further than that, I can not answer definitely that question.

Mr. BURROUGHS. You stated, I believe, that, in your opinion, there have been, and perhaps are still, too many examinations being given.

Mr. LAMKIN. Medical examinations?

Mr. BURROUGHS. Medical examinations.

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. By the recommendations which you have made here, constructive suggestions which you have made here, you would seek to reduce the number of medical examinations?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. Do you think that could be done advantageously?

Mr. LAMKIN. Yes, sir. Our instructions are as plain as we can make written instructions about it, but the doctors still want examinations.

Mr. BURROUGHS. Why is that?

Mr. LAMKIN. I do not know, Mr. Chairman, why they continue to ask for it.

Mr. BURROUGHS. But the fact is that they have been doing it and are still doing it?

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Mr. LAMKIN. Yes, sir; in a great many instances.

Mr. BURROUGHS. To a greater degree than you think is wise?

Mr. LAMKIN. Yes, sir; to a greater degree than I think is wise; or, let me modify that by saying to a greater degree than I think is necessary.

Mr. BURROUGHS. Up to date has there been any way by which you could stop that, or limit that number of examinations? Is there a way by which you can prevent its being done?

Mr. LAMKIN. I think not. When you say to a medical officer, a district medical officer, "We are going to give you the authority to pass on this man's disability, and we are going to accept your opinion," you have to let him have all the information which he wants before he makes any statement.

Mr. BURROUGHS. If your suggestion concerning the greater coordination between these three Government agencies that now deal with the disabled men should be adopted, would there then be the power to limit these examinations? In other words, would there be then, as you suggest, one section of one organization which would determine what treatment was necessary, what compensation was just, and what vocational education was desirable? Those words are quoted.

Mr. LAMKIN. I think it can be considered and should be arranged, Mr. Chairman. I think that the doctor who is sitting here with the boy should be able to determine whether or not a man needs treatment and whether or not he is disabled to the extent that he needs compensation and whether or not he is disabled to the extent that he needs vocational rehabilitation.

Mr. BURROUGHS. But the fact that there is now no coordination between these three agencies, in the sense that there would be if that legislation was enacted, makes it impossible for that to be done?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. You believe that the law—the present law—which makes the distinction between section 2 and section 3 training is responsible for 90 per cent, as I believe you stated, of the dissatisfaction that has been expressed and that now exists?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. With reference to these matters?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. That perhaps would be borne out by the fact that whereas you have approved 58,099—I quote from Mr. Munroe's figures—58,099 cases under section 2 that of that number 28,800 are now in training and 29,299 are not yet in training. When you come to section 3, out of a total of 36,000 cases approved only 1,834 seem to have gone into training.

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. And 34,166, although approved, have not seen fit to avail themselves of that form of training, which would seem to indicate that that is not a popular form of training at all?

Mr. LAMKIN. It is not. I think there is another thing outside of that, too, Mr. Burroughs. I think these boys understood when they were in the service that when they were discharged, if they were discharged with 10 per cent disability, that they were entitled to training. That is not the fault of Congress, but is the fault of misinformation which was given to them, and when they come out and the

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law does not permit it to be given to them they complain against the board and against the Government of the United States.

Mr. BURROUGHS. I will say that I quite agree with you, Mr. Lamkin, on that.

According to the figures which you have given, as I have them here, comparing the progress of this country with that in Canada, the total approvals, as I have them here, in Canada were 37,693 and of that number there had begun training 33,834.

Mr. LAMKIN. Thirty-three thousand eight hundred and forty-five.

Mr. BURROUGHS. Thirty-three thousand eight hundred and forty-five, leaving a balance of only 3,848 out of the total number that had not entered training after approval, whereas in the United States the total approvals amount to 94,000 and there had actually begun training 38,000. Is that right?

Mr. LAMKIN. Yes, sir. You are counting, of course, section 3 training in as approved in the United States?

Mr. BURROUGHS. Yes.

Mr. LAMKIN. They have no section 3 in Canada.

Mr. BURROUGHS. That would leave in this country, out of a total of 94,000, a balance of 56,000 men that had not seen fit to avail themselves of this training, although they had been approved for it?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. But that is largely accounted for because of this section 3?

Mr. LAMKIN. Section 3 training.

Mr. BURROUGHS. Which the boys feel is not just to them in view of the promises and representations that had been made?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. You would give your approval, and do give your approval, to Mr. Rogers's bill that would eliminate that difference?

Mr. LAMKIN. To the principle of it; yes, sir.

Mr. BURROUGHS. But to his other suggestion, you do not give your approval? I mean the suggestion that would unite the functions of the Division of Rehabilitation of the Federal Board with those of the Public Health Service all under the Bureau of War Risk Insurance, responsible to the Treasury Department?

Mr. LAMKIN. I would not agree to the suggestion that would put the Public Health Service and the Rehabilitation Division of the board in anything except a coordinating position with the Bureau of War Risk Insurance.

Mr. BURROUGHS. I understood you to say, and if I am wrong you will correct me—that one of the reasons why it would be unwise to adopt Mr. Rogers's suggestion in that regard is that much of the work of decentralization that your division had been able to accomplish up to date would be lost if that were done, because of the fact that the War Risk Insurance Bureau is not decentralized as yet to any such degree as your board?

Mr. LAMKIN. The War Risk Insurance Bureau is not decentralized at all in the matter of making awards. All of the awards are made here in Washington, and then the money is sent out from Washington. They have eight offices, and we are giving them desk room in some of our offices, and the Public Health Service is giving them desk room in some of their offices, but they are making no awards in the field at all.

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Mr. BURROUGHS. Whereas your board is to a high degree, as you maintain, decentralized?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. Placing responsibility with the district offices?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. And it is your purpose and your policy, if you can be supported in it, to continue that as fast as it can be done advantageously?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. As fast as, in your opinion, the district officers can be trained to take that responsibility and so far as men can be found capable of assuming it?

Mr. LAMKIN. Yes, sir. In fact, it was nearly a month ago, I think, that I made the recommendation to the standing committee that approvals for more than two years be not referred to this office. That is under consideration.

Mr. BURROUGHS. Of more than two years?

Mr. LAMKIN. Yes, sir; that all approvals be settled in the districts.

Mr. BURROUGHS. That practice up to two years, and under $500 a year tuition, has now been in vogue for how long a time?

Mr. LAMKIN. I think the $500 clause was in instruction 82, dated the 9th of December, if I remember correctly. The central office case representatives or eligibility men, have always had authority to approve up to two years.

Mr. BURROUGHS. Mr. Noyes spoke—I think it was Mr. Noyes who spoke of some order of date of October 29, I think.

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. What was that?

Mr. LAMKIN. That order of October 29 was giving to the districts the power to extend the courses of training, as I understand, without referring to the central office, as I recollect. It broadened the authority of the districts from the 29th of October.

Mr. BURROUGHS. So, since October 29, or substantially the 1st of November, that practice has been in force?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. And you have had an opportunity to observe its working?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. How has it worked?

Mr. LAMKIN. I think it has worked advantageously to the boys. I think the districts have been very liberal in their construction of the law. I do not think they have been too liberal. Perhaps I am not the man to be chief of the division, Mr. Chairman, because I believe in vocational training for all these boys that want it, and I want them to have it.

Mr. BURROUGHS. You are a lawyer yourself, Mr. Lamkin?

Mr. LAMKIN. I was admitted to the bar.

Mr. BURROUGHS. You studied the profession and were admitted to the bar?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. Do you believe, from your study of the statute itself, that these eligibility officers in the districts are now interpreting the law more liberally than it was the intention of Congress in its passage that it should be interpreted?

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Mr. LAMKIN. No, sir; I do not. I think they are following as near as they can the spirit of the law, as well as the letter.

Mr. BURROUGHS. I understand you to take the position that the law should be interpreted liberally?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. And that that was the intent of Congress, that it should be done in that way?

Mr. LAMKIN. I have no doubt about that. May I suggest, Mr. Burroughs, that the comptroller has ruled that we have no authority to pay any maintenance for men under section 3, and, of course, it is a rule of law, I believe, that where a section like section 3 exists, which includes a group of men which it states are not included in section 2, there must be some men to fall in section 3.

Mr. BURROUGHS. Certainly that would seem to follow. Do you believe that the Government should have any special schools of its own? I understood you to recommend, as one of your recommendations, that the Army camps might be advantageously used for this work.

Mr. LAMKIN. I would not recommend that the Government establish any special schools of its own, but the schools are here under the War Department. The Surgeon General's office has already established them. They are in existence. They are about to be dismantled.

Mr. BURROUGHS. You mean the buildings?

Mr. LAMKIN. The buildings, the equipment, and all is to be put on the market, I understand.

Mr. BURROUGHS. There is no personnel, there is no force?

Mr. LAMKIN. No; the force is being dropped off, and is resigning. Take Maj. Henderson, who is here before this committee, who is educational director at Fort McHenry. There is no reason why Maj. Henderson should not be transferred direct to the service of this board to keep right on with the work he is doing at Fort McHenry. I understand they have ordered him to Colorado. They are planning to take the equipment over there and send it to Colorado, or somewhere else. As Maj. Henderson told me—I did not verify it, but I have no reason to believe it is not reasonably accurate—they had something like a million dollars worth of equipment, all told, at Fort McHenry.

You have got your barracks already over there. Some of them are permanent quarters. You have hospital facilities. The boys can live there the same as the officers do for $30 a month, at a dollar a day. There is probably the best establishment for training in photography in the United States over there, and I can not see how it can be economical for the Government to scrap that, and then have to pay tuition at special schools, or to establish others. I would not establish new schools. I would use what the Surgeon General's Department has already established.

Mr. BURROUGHS. It is a fact, as you have stated, that the district office since last November has had authority, and now has authority, to place men for courses not over two years where the annual charge is not over $500.

Mr. LAMKIN. Yes, sir.

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Mr. BURROUGHS. And from your experience with the work with the board you would be in favor of extending it to a longer course than two years, you say?

Mr. LAMKIN. I would be in favor of giving the district vocational officer authority to determine whether or not a man was vocationally handicapped, and then authority to retrain that man for employment regardless of the time, with the exception that there should be a four-year limit.

Mr. BURROUGHS. Now, in the determination of those cases, where now the authority rests, as you say, with the district officer, does your local man of the district have anything to say about that?

Mr. LAMKIN. Our eligibility man?

Mr. BURROUGHS. Your eligibility man.

Mr. LAMKIN. Yes, sir; he passes on whether or not a man is legally eligible on the information submitted, but as to what course he takes or where he takes it he has no authority at all.

Mr. BURROUGHS. So when you say that the district office has authority to do it, you mean the district office in conjunction with your man placed there?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. They also have the right to transfer men, as I understand?

Mr. LAMKIN. No; the transfers are approved by this office.

Mr. BURROUGHS. They have to be approved here?

Mr. LAMKIN. From one district to another. Within the district they have authority to transfer, but the eligibility man, the central office representative, has nothing whatever to do with that. There are two reasons, Mr. Chairman, why you can not transfer from one district to another without the approval of the central office. In the first place, the district officer does not always know; in the second place, the order for a soldier's transfer has to be approved at the central office in order to be paid, and the district officer has no authority under the regulations to transfer a man out of the district over which he has authority.

Mr. BURROUGHS. I referred once before in the course of your testimony as to what Mr. Noyes said about the limitations that seemed to have existed at the time he testified, even on their placing men without getting approval from Washington, and he referred, as the record shows, to Alfred University as being one that was well known, and even in the case of an institution very well known as that he said it was necessary to obtain approval from Washington before placement could be made there. What have you to say about that?

Mr. LAMKIN. The information is wrong, or Mr. Noyes's impression is wrong, unless that course runs over the rate of $500. The catalogue of Alfred University shows that the course in ceramics costs $400 for nine months, which would be over the rate of $500 a year, so for that course they had no authority to send them there; but that is a special course.

Mr. BURROUGHS. I got the impression from what Mr. Noyes said that while he admitted that the order of October 29 that he spoke of was still in force, that it was necessary to have the institution where

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he proposed to place a man on the approved list in order to place him there, and that apparently Alfred University was not on that approved list.

Mr. LAMKIN. We have no approved list, except as I explained in reply to Judge Towner earlier; in the matter of medical colleges, the medical college list recognized by the American Medical Association; the commercial schools, where we follow the regularly approved list of the National Association of Commercial Schools. On the other hand, as far as commercial schools are concerned, whenever any man shows a reason why he should be allowed to go to another school than that approved, it has been granted. We try to keep the men in commercial schools segregated in as small a number of schools as possible, for supervisory purposes, but we have no such thing as an approved list of schools outside of those. Any reputable institution of standing, in any district, can train our men.

I had better add to that that there is a list of approved courses in New York of over $500 per year, and we have released the New York office in those cases. For instance, in the case of the West Side Y. M. C. A. School, we let them send them there, although the tuition for one or two of their courses is more than at the rate of $500.

The CHAIRMAN. The committee will stand adjourned until 10 o'clock in the morning.

(Whereupon the committee adjourned until Thursday, May 6, at 10 o'clock a. m.)

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HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION,
Thursday, May 6, 1920.

The committee this day met, Hon. Simeon D. Fess (chairman) presiding.

TESTIMONY OF MR. UEL W. LAMKIN, CHIEF DIVISION OF REHABILITATION, FEDERAL BOARD FOR VOCATIONAL EDUCATION—Resumed.

The CHAIRMAN. Mr. Lamkin, will you please take the stand?

Mr. BURROUGHS. Mr. Lamkin, your eligibility men at the different district offices pass, as I understand it, on the question of whether there is sufficient legal evidence in the man's folder to entitle him under the law to this training?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. Is that all they do pass on?

Mr. LAMKIN. That is all they are supposed to do. I have heard that at times they have overruled the doctor, but that is not their function at all. They have been "called" for it, as the slang phrase is. They are put there to pass on the legal evidence, which includes a rating by a medical officer as to the man's handicap.

Mr. BURROUGHS. Is the committee to understand that the eligibility man has anything at all to do with the medical evidence?

Mr. LAMKIN. Paragraph 4 of instruction 47 covers that, which states that the eligibility man is to accept the doctor's rating.

Mr. BURROUGHS. And, as far as you know, that is done?

Mr. LAMKIN. That is being followed. The only person who has authority to overrule a doctor's rating is the higher medical officer—the medical officer in the district.

Mr. BURROUGHS. This eligibility man sits with the case board?

Mr. LAMKIN. No, sir.

Mr. BURROUGHS. He is separate?

Mr. LAMKIN. Yes, sir. The case board, Mr. Chairman, is more concerned with the kind of training and the value of the training for the man and the question of his employability after training.

Mr. BURROUGHS. What is the agency in the district office that disapproves a man for training?

Mr. LAMKIN. There may be, in the first place, the vocational adviser, who may believe that the man in his judgment is not eligible under the law.

Mr. BURROUGHS. If the case is clear, he would pass him?

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Mr. LAMKIN. If the case is clear he should do that. Very frequently the vocational advisers do not like to tell a man to his face, and so they "pass the buck" to the next fellow. The eligibility man is expected to pass on the legal evidence as to discharge, as to whether the evidence is in the file that the disability was incurred in the service, whether there is evidence in the file that the man has a handicap entitling him to training. The doctor frequently will say to the man, "Your disability is not sufficient to justify your training." When those men say "Yes," however, there is no power to revoke that authority.

Mr. BURROUGHS. Does this case board have the power to disapprove?

Mr. LAMKIN. No, sir. The case board, as I say, is a board which passes on the quality, as we might say, of the advisement and approves or disapproves the recommendation for a certain kind of training.

Mr. BURROUGHS. That is, if they disapproved the particular kind of training that had been advised, they would recommend something else?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. But would not have any authority to disapprove the man entirely for any kind of training?

Mr. LAMKIN. No, sir. In the St. Louis district we had a standing order that no man, for instance, should be approved for a course in telegraphy, unless he could show us definitely where he would be employed after trained, because of the fact that we were notified in that district that the railroads had, in the first place, installed telephones to take the place of telegraph instruments, and, in the second place, that they were using their own disabled men, and so we did not want to train men who would not be employable.

Mr. BURROUGHS. I understand that the eligibility man has nothing to do except to decide the pure question of law?

Mr. LAMKIN. That is the intention and, as far as I know, is what he does.

Mr. BURROUGHS. No man and no agency of the district office has the right to disapprove any man for training who does not actually see and talk with the man; is that right? The eligibility man does not see——

Mr. LAMKIN (interposing). No; he does not see the applicant at all.

Mr. BURROUGHS. From what you tell me, he is not concerned with the personality of the applicant at all?

Mr. LAMKIN. Not at all.

Mr. BURROUGHS. That is a matter of law and nothing else?

Mr. LAMKIN. Yes, sir; as to whether or not he meets the conditions, the four conditions. The first condition is shown by his discharge papers.

Mr. BURROUGHS. Is there any agency in the district office that can disapprove of a man's training, can prevent him from having training without actually seeing and talking with the man himself—any such agency that disapproves of the training on a mere paper record?

Mr. LAMKIN. The eligibility man will disapprove of a man's training.

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Mr. BURROUGHS. Of course, that is the question of law?

Mr. LAMKIN. It is a question of law. It is a question of the report which the doctor makes on the man, the medical officer who passes on the physical report. The doctor who examines the man may state in this diagnosis which you have made there is nothing to indicate that the man has a disability and he may say no, but in the last analysis it is largely a question of the doctor's opinion.

Mr. BURROUGHS. What occurred to me was this: Here it appears from the figures which you have given that of the total number of men surveyed as of April 15, I think it was, practically one-third have been disapproved. Am I right about that? That is, out of a total of 145,000, 51,000 have been disapproved?

Mr. LAMKIN. Yes, sir.

Mr. BURROUGHS. Which seemed on its face to be rather a large number, that is, to me at least?

Mr. LAMKIN. From the experience of other countries that is a very small percentage, Mr. Chairman.

Mr. BURROUGHS. Is that so?

Mr. LAMKIN. Yes, sir. The Canadian authorities who were here stated that probably not over 10 per cent of the men who were discharged with a disability would be eligible for training at all. That is my understanding of it, and on the original figures you would not have to exceed 15,000 to 20,000 men eligible for training, based on the experience of other countries. That 51,000 may include a good many reasons. There are seven reasons, I think, named in the regulations for closing of cases, the man has died, he does not answer any communication at all, he has reenlisted, he was discharged without a disability, that the disability did not occur in the service, that in the opinion of the doctor it was not a vocational handicap. Those 51,000 cases can be reopened at any time either on the motion of the man or of his friends or of the district officer.

Mr. BURROUGHS. That is not a bar forever against him?

Mr. LAMKIN. Not at all. The case is closed in order that we may relieve our tickle system in our files from bringing that up again.

Mr. ROBSION. Mr. Lamkin, when did Mr. Clark take charge of the New York office?

Mr. LAMKIN. I think it was about the first—my recollection is about the middle of January, Mr. Chairman. Mr. Farwell was called to Washington to a conference of the district officers in the eastern districts on the 1st day of January and wired me that day that he was resigning. It was shortly after that that Mr. Clark took charge of the office.

Mr. ROBSION. When did Mr. Meyer enter the New York office?

Mr. LAMKIN. I do not know. He was there last August, to my knowledge.

Mr. ROBSION. When did Mr. Ives and Mr. Noyes enter the New York office?

Mr. LAMKIN. I do not remember seeing Mr. Ives, I do not think I remember seeing him until he was here at the investigation. I have seen his name. My recollection is that he was an adviser in one of the hospitals, last summer. He has been with the board some time. Just when he was transferred into the New York office, I do not know. That was a matter under the local administration at New

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York. Mr. Noyes has been with the board some time. He was in the New York office at least last summer. I think he has been with the board more than a year.

Mr. ROBSION. How many men in the New York office have similar positions to those occupied by Mr. Meyer, Mr. Ives, and Mr. Noyes?

Mr. LAMKIN. Mr. Ives is a vocational adviser. I think he testified the other day that there were five located in the New York office. As to the exact number, I assume that is correct. Mr. Noyes is a follow-up man. He was formerly, as I understand, acting supervisor of training for a time. I can not answer definitely how many men there are in the office doing that work. Mr. Meyer stated that he had a roving commission, which he took on himself. That is the statement made in the record. I think probably he is the only man who is doing just that work, but I think both Mr. Noyes and Mr. Ives are nominally at least connected with the training department, and I would say that there were 25 men assigned to the training section. I am not sure about that.

Mr. ROBSION. From what you know of those three men, would you say that they are competent to do the work they have been doing in New York?

Mr. LAMKIN. I think the best reply I can make is that when the transfer was recommended they were neither transferred nor dismissed from the service. Personally, I think both Mr. Ives and Mr. Meyer can be handled—understand by the word "handled" I do not mean any roughhouse tactics—but by sitting down across the table with them that some valuable service can be gotten from both of the men.

Mr. ROBSION. They will cooperate?

Mr. LAMKIN. My associations with Mr. Meyer have always been reasonably satisfactory; what little dealings I have had with Mr. Ives have seemed so. I think no one questions Mr. Noyes's desire or ability to cooperate to the limit.

Mr. ROBSION. All of those three men in their evidence here impressed me that they were deeply interested in this work. Did they so impress you?

Mr. LAMKIN. As far as interest in the disabled man is concerned, I think all three are interested in the disabled man.

Mr. ROBSION. I think you stated that Mr. Clark had taken sick leave?

Mr. LAMKIN. Yes, sir; Mr. Clark, I understand, goes on sick leave to-day.

Mr. ROBSION. Mr. Clark had demanded the removal or the transfer of Messrs. Meyer, Ives, and Noyes, had he not?

Mr. LAMKIN. Yes; no, not Mr. Noyes. Let me tell you about Mr. Clark's sick leave. He has filed a definite written statement from his physician to the effect that his condition absolutely required him, for a short time at least, to take sick leave. Mr. R. T. Fisher, formerly vocational officer at San Francisco, is at the New York office.

Mr. ROBSION. I understand that the San Francisco man is a splendid official and has made a great record in San Francisco?

Mr. LAMKIN. That is the reason we called him to the central office at just the time I came here.

Mr. ROBSION. I wish to say that I hope for a speedy recovery of Mr. Clark, but, for the good of the service it is my personal opinion

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that he ought never to go back into the New York office. I guess you are not called upon to speak on that point.

Mr. Clark had actually made the orders transferring Mr. Meyer and Mr. Ives, had he not?

Mr. LAMKIN. I understand that he had issued the order transferring Mr. Meyer and Mr. Ives. You understand the difference between a transfer and what you might call an assignment. There was a telegram in from the Red Cross at Cape May, asking that an adviser be sent to the hospital for a few days. My understanding is that Mr. Ives is to be sent out from his official station, not changed from New York, and when he completes the advisement of a few men he will be returned to the New York office. That is the procedure in the hospitals where there is not a very large number of men and where we do not have an adviser all the time. The actual order had been issued for Mr. Meyer to go to northern New York with his official station changed, and when I heard that I sent a telegram stating that it must not be done.

Mr. ROBSION. Mr. Meyer had taken the new station before you got in touch with Mr. Clark?

Mr. LAMKIN. No, sir. As I recollect, it was Saturday. Mr. Meyer was to go on Monday. I wired Saturday afternoon. I think Mr. Meyer never got that word, but I am confident that he stayed in New York. Mr. Smiley, the supervisor of training, came down here on Sunday and I told Mr. Smiley when he went back to see that the order was rescinded on Monday morning, because Mr. Clark was to be in Buffalo on that day, and that I should like to talk with Mr. Meyer, to have him come down here. Monday morning I wired the New York office instructing them to have Mr. Meyer come to Washington. I had what I considered a satisfactory conference with him as all my conferences with Mr. Meyer have been.

Mr. ROBSION. But you did learn that Mr. Clark had given the order and had sent instructions to a certain school to which Mr. Meyer was assigned, that he would be transferred to that place?

Mr. LAMKIN. No, sir; I did not know that Mr. Clark had sent instructions to the school. The only information which I had was that he had given instructions to Mr. Meyer to go; as to the correspondence with the school, I do not know anything about that.

Mr. ROBSION. How many telegrams or telephone messages did you have to send before you got any response from Mr. Clark?

Mr. LAMKIN. I wired him Saturday afternoon. I think I wired him again and telephoned once; possibly I wired twice and telephoned him. My telephone message was to the effect that I expected a wire so that I could have a written statement from him to the effect that Mr. Meyer and Mr. Ives had not been transferred out of New York.

Mr. ROBSION. How many days was that before you got the telegram from Mr. Clark?

Mr. LAMKIN. I think that was the 24th of April, if I remember. I think Mr. Littledale made the statement on the stand on the 23d. It was in response to that statement that I wired Mr. Clark, and not hearing from him the following morning, I telephoned. I am not sure about the second wire.

Mr. ROBSION. How many days?

Mr. LAMKIN. One week.

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Mr. ROBSION. What did Mr. Clark say when he did wire you?

Mr. LAMKIN. I filed that in the record yesterday. As I recall, he said, "Meyer and Ives are in this office; I understand I am complying with your orders."

Mr. ROBSION. You understood from Mr. Clark, did you not, that that interference was very distasteful to him?

Mr. LAMKIN. I think any supervisor who puts a matter up to his superior officer and his recommendation is not acted upon feels that there is interference.

Mr. ROBSION. If you feel just that way about the matter, either Ives and Meyer or Clark must go from the New York office?

Mr. LAMKIN. I do not believe that is necessary. I do not want to commit myself, because it is an administrative problem; but I can not conceive, Mr. Robsion, that three men, all of them interested in the disabled soldiers, can not lay aside their personal animosities and put over a job like this. If they can not, they will be removed—the one who will not lay aside his personal feelings. I will state that to you, Mr. Robsion, and to the committee.

Mr. ROBSION. And he ought to be?

Mr. LAMKIN. And he ought to be; yes, sir.

Mr. ROBSION. I am advised that Mr. Clark handed Mr. Meyer his order of transfer at 11.50 on Saturday morning and that it was to be effective at 1 p. m. the same day. In other words, he gave him an hour and 10 minutes' notice. What do you think of an order like that?

Mr. LAMKIN. I would think that is a very short time for a man to pack his trunk. I do not know about the order, Mr. Chairman; I have not seen it at all, and I have no information except what I hear here. Mr. Meyer did not say anything, except that he had received the order.

Mr. ROBSION. For the time being forgetting the evidence of the disabled soldiers who appeared before this committee and confining ourselves to the testimony of Messrs. Meyer, Ives, and Noyes, I wish to read a part of a letter from the person in charge of the department of vocational training of the American Legion of New York City, dated May 4, 1920:

> At the present time I feel that unless something is done and some changes made in the district No. 2 office, that a great many men will be continually denied training and their due, on account of the prejudice against them for having given this information against the board. At the present time this condition is holding a great many men out of training who are absolutely unable to do any other work, and their compensation from the Bureau of War Risk Insurance does not allow them to exist.

Coupling to that the resolution recently passed by the Presbyterian Church in New York, following the statement made by Mr. Ogden Mills, former commander of the New York American Legion, Mr. McMurtrie, and others, and from your own investigation, taking them all together, I would like for you to say what, in your opinion, was wrong with the New York office, say, up to March 1, 1920; where is the trouble? I greatly appreciate your very frank and full statement about this whole situation and your desire to cooperate and to correct anything that may be wrong in the service. I am trying to get at the condition.

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Mr. LAMKIN. I could take time to make reply to Mr. Bell's letter. I assume that is from Mr. Bell's letter. I stated that I did not believe either Mr. McMurtrie or Mr. Mills had ever been to the New York office or had made a study of it, but that is beside the question, as I understand. I think originally that the difficulty in the New York office arose from the fact that there was congestion due to the discharge of a large number of men from the hospitals who could not be cared for at the time. You understand that America is the only country which discharged its soldiers from the Army and took them off the pay roll of the Army before the questions of compensation and training were deetermined—I mean the only English-speaking country. That is not the fault of anybody.

Mr. ROBSION. I was just directing your attention to what is wrong with the New York office.

Mr. LAMKIN. I understand. That is what I am trying to get at. When you stop to consider an office with a number of employees doing an immense amount of business like that the causes go a long distance back. The promises that were made by agents of the board and others that every man who was discharged from the service with a 10 per cent disability should have training have been pretty firmly imbedded in the minds of the boys.

Mr. ROBSION. My inquiry did not direct itself to the ground of complaint, not to what were the conditions, but what was wrong with the office, either in the clerical force, the head of it or the staff or the procedure or the manner of doing business—that is what I am trying to get at?

Mr. LAMKIN. That is what I am trying to get at. Mr. Griffin left in August, and Mr. Farwell came just at the time when the law of July 11 had been passed, and the so-called new regulations were put out, which stated that men did not have the right to vocational training merely because they were 10 per cent disabled. That, of course, caused dissatisfaction in the personnel as stated to you by Mr. Wadsworth and Mr. Noyes. I think that frequent changes in the personnel of the head of the placement section contributed to a lack of proper organization to carry the load. I think a lack of office space contributed to the lack of organization to carry the load. I think the employment of a number of low-paid messengers used as clerks contributed to the congestion in the office, and the fact that the office was congested prevented rapid action on cases and the prevention of rapid action caused dissatisfaction on the part of the men and their dissatisfaction was passed on to the staff members and there was misunderstanding or lack of teamwork in the staff of the New York office.

Mr. ROBSION. The last feature, lack of team work in the New York office, that is a defect that goes right——

Mr. LAMKIN (interposing). To the heart of the whole problem; yes, sir.

Mr. ROBSION. With 50 messengers in the office, being paid $60 a month, undertaking to handle these cases, that is, the clerical end of them, there could not be any reasonable success expected?

Mr. LAMKIN. I think not.

Mr. ROBSION. Who is responsible for that, the central office here or the D. V. O. in New York?

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Mr. LAMKIN. I do not know. I said 50, I think probably there were 38 of them, as I recall, and 50 at a later stage; anyway there were too many. My recollection is that they were first put on by Mr. Griffin. Whether it was a central office administrative detail or Mr. Griffin's own initiative, I do not know. They were continued by Mr. Farwell, and I understand are still in the employ of the office.

Mr. ROBSION. Mr. Noyes, in his letter to you, which you put into the record, speaks of the failure of the New York D. V. O. to have conferences. Could the New York office function successfully without conferences?

Mr. LAMKIN. Mr. Robsion, do you want a yes or no answer to that?

Mr. ROBSION. I want your answer.

Mr. LAMKIN. I think Mr. Noyes is mistaken when he says that they had no conferences. I think they have had sufficient conferences. Mr. Clark and his supervisors have been, I am sure, in constant conference, but I do not believe that the work of a large office like New York could be successfully carried on without frequent conferences with the responsible heads; in other words, with the staff members, with the people whom we are expecting to put the job over.

Mr. ROBSION. If I remember your testimony, you thought that there was a great deal of virtue in the orders 33 and 43 issued some time early last October?

Mr. LAMKIN. Instructions 33 and 43 are instructions, Mr. Chairman, regarding the buying supplies and the preparation of the necessary vouchers for getting the supplies for the boys and getting the supplies paid for.

Mr. ROBSION. Mr. Noyes makes the point that even after the central office had issued these orders and had sent them to New York, that they were there for weeks before the responsible heads were advised of the orders. What do you know about that?

Mr. LAMKIN. I think that on many occasions, at least on several occasions, instructions such as 33 and 43 have gone to the New York office into the mail room and have gotten into the stock room rather than into the hands of the men who were supposed to carry them out. That is one reason why it is not wise to send out a bunch of instructions in a large package to an office the size of New York. To overcome that I have had a supply of red envelopes printed and a copy of each one of these instructions goes out to the head of the office to see he gets it. I think, Mr. Chairman, there is this difficulty in the New York office, that the supervisors and the D. V. O. have not delegated enough authority to men in subordinate positions. I think you have to delegate authority and hold the man responsible and if he does not perform his job, get a new man.

Mr. ROBSION. And then that man must get his staff workers together and confer with them?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. It seems that the New York office did not follow that course?

Mr. LAMKIN. You understand there have been a good many changes in the personnel of the supervisors in the New York office for various reasons. I regretted to see Mr. Wadsworth leave, for instance, but he left. Mr. Barnes, the supervisor of placement, left because of ill health. We sent another man there, who was not satis-

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factory to Mr. Clark, who asked us to remove him, and we are doing that. I do not hesitate to say that, because he knows it and Mr. Clark knows it.

Mr. ROBSION. That merely emphasizes the necessity of frequent conferences?

Mr. LAMKIN. I think so; yes, sir.

Mr. ROBSION. If before the 1st of March these conferences were not had, and since this was brought to the attention of the committee, what has been done to remedy that situation?

Mr. LAMKIN. I can not answer that question, Mr. Chairman.

Mr. ROBSION. Would that be a matter for the central office or would it be taken up by the New York office?

Mr. LAMKIN. That would be a matter for me to take up with Mr. Clark. I have done so.

Mr. ROBSION. If you can not get efficient service in the New York office with these 38 underpaid messengers acting in a clerical capacity, what has been done to remedy that situation?

Mr. LAMKIN. Mr. Clark and I have discussed the matter. He knows my position in regard to it. A new table of organization for the district is awaiting time for me to approve it and send it out. I have been working on that at times when I was not here for the past 30 days.

Mr. ROBSION. I notice that the salaries in the statement submitted by Mr. Clark for the New York office for January amounted to $23,039.05 and for the month of February $40,392.13, almost double. What was the cause of that?

Mr. LAMKIN. I would have to analyze those figures, Mr. Robsion, to see whether or not that was for service rendered in January and for service rendered in February or actual payments made in January and actual payments made in February. There is another thing, in February—no, in March they were moved.

Mr. ROBSION. For the month of March, according to his statement, the figure was $44,694.96?

Mr. LAMKIN. I can not answer that statement without analyzing the figures, as I say.

Mr. ROBSION. Was that due to the handling of a greater number of men in New York?

Mr. LAMKIN. I can not answer; I do not know.

Mr. ROBSION. Is it your opinion that the New York office, under more liberal rulings and instructions from your office, put in training more men as the months went by, say, from December on down to April this year?

Mr. LAMKIN. That is my understanding; yes, sir.

Mr. ROBSION. I notice in Mr. Clark's statement that for the month of February, 1920, they put in training in the New York office 725 men, and for the month of March—he has actually increased the salary roll over February—they only put in training 352 men. Why should the overhead charges increase when the number of men put in training is reduced by half or more?

Mr. LAMKIN. The number of men put in training is not a fair gauge of the overhead. For instance, you may pass on the cases of a thousand men in February and pass on the cases of a thousand men in March, and your overhead in handling those cases will be practically the same. Of the thousand men whom you pass on in

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February, 800 of them may enter training that month, and of the thousand men that you pass on in March, 300 of them may enter training that month, and the matter of entering training adds very little to the overhead.

Mr. ROBSION. Let us put the question this way. At this date, in the light of all the information which you have now—I am sure the committee knows a great deal more about this question—I know that I do know more of it than a month before and I will say that your board knows more about it?

Mr. LAMKIN. I do not know about the board.

Mr. ROBSION. Yourself, take the New York office?

Mr. LAMKIN. Yes; I know something more about it than I did.

Mr. ROBSION. In the light of all the information you have, what changes, if any, would you recommend or undertake to put into force to correct the conditions in the New York office? I do not want you to go into any confidential information.

Mr. LAMKIN. That is an administrative matter that I doubt about discussing here. My mind is not fully made up. Mr. Chairman, if the opportunity had presented itself I had expected, as far back as a month ago, to let the central office be handled by somebody else, and I expected to go to the New York office for a week or 10 days, going into all the conditions and ascertaining what could be done and what should be done there. Until I have an opportunity to be on the ground and to get first-hand information, I can not answer intelligently your question.

Mr. ROBSION. There has been considerable said about the conditions being bad in the New York office before Mr. Clark took charge. Do you know of anything that he has done to remedy the conditions?

Mr. LAMKIN. I hardly think that Mr. Clark has had a full and free chance to remedy the conditions. I think they have been constantly improving since last September. I can not speak as to before that time.

Mr. ROBSION. When was this rule put in force that the district office could pass on a man's case in 24 hours?

Mr. LAMKIN. I do not know when, but it is a practice followed in some districts. I may say that since the meeting yesterday afternoon I talked to the district officer at Baltimore and asked Mr. Magee how long it took to get a case through when the man came into his office, and he said unless the case needed a special examination of some kind that they could get him through in half a day.

Mr. ROBSION. When did Baltimore begin that procedure?

Mr. LAMKIN. I do not know when they began it. That is the statement which he made to me yesterday.

Mr. ROBSION. Has the New York office ever put a fellow through in that time?

Mr. LAMKIN. I can not answer that question; I do not know.

Mr. ROBSION. You can not tell the committee whether the New York office has ever done the job in 24 hours?

Mr. LAMKIN. I said they could do it in 24 hours—the machinery is there if it is worked to do it.

Mr. ROBSION. I think you have had the machinery, but whether or not they are using the machinery?

Mr. LAMKIN. I doubt about the machinery being there that time.

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Mr. ROBSION. It has been there since you have been the chief of the bureau?

Mr. LAMKIN. I think the congestion of space has had a very great deal to do with the congestion in the New York office. As far as a new man coming in, I do not know why he could not have been acted upon in 24 hours in the New York office.

Mr. ROBSION. How long have you had ample space?

Mr. LAMKIN. They have had ample space—I think it was the 25th of March, when I was in New York. The office had just moved.

Mr. ROBSION. Since the 25th of March they have availed themselves of the 24-hour proposition?

Mr. LAMKIN. I can not answer that question. There is no reason why they should not.

Mr. ROBSION. If they are not doing that, they are not exercising——

Mr. LAMKIN (interposing). They are not doing what they should do?

Mr. ROBSION. They are not doing what they should do?

Mr. LAMKIN. Yes, sir. Of course, you are speaking of the ordinary case, you are not speaking of a special psychiatric examination, or anything like that.

Mr. ROBSION. No.

Do you know the highest number of men put in training in the New York office in any month?

Mr. LAMKIN. I do not know, but I would assume that it was October. That was the month when the most of the schools were opening, and I should say that that was the month in which the largest number was reported as having gone into training because those who went in the latter part of September would be reported in October.

Mr. ROBSION. But if that condition of congestion existed in New York, when they were relieved of that congestion the number should be higher?

Mr. LAMKIN. There should be an increasing number of men for training from month to month, but not necessarily going into training, because, as I say, you can not make the boys go.

Mr. ROBSION. That brings us to the question of comparisons made between our own country and Canada. Our law provides that a single man shall receive $80 per month and a married man and wife at least $115 per month, while the Canadian law gives a single man $60 per month and a married man $85 per month. From the figures that you submitted, it appears that Canada has approved for training 37,693 men, and that 33,845 began their training. Substantially 90 per cent of the men in Canada took the training or began the training. In our country 94,000 were approved for training and 38,000 began the training. You have indicated that, perhaps, the industrial conditions had something to do with that, but it would seem that high wages must prevail in Canada as well as in the United States. Could you give us any other reason for this wide difference between the action of the Canadians and the action of our own soldiers?

Mr. LAMKIN. Well, of that 33,845, 3,979, or practically 4,000 of them were in curative workshops. In other words, under the Canadian system, the department of soldiers' civil reestablishment has

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control not only of the training of the men but of the treatment of the men. Forty-four per cent of the 10 per cent of our men who have discontinued training have discontinued it because of physical disability. I should say, in the first place, that a large number of the men in America who have not entered training have not entered training because they were physically unable to do so. I think that will account for some of the difference. I do not believe that it necessarily follows that the industrial conditions in Canada are the same as they are in the United States. You must remember, too, that Canada has had her law in operation for two years longer than the law in this country has been in operation, and that this number of those whose training has commenced is the entire number since the organization of the department of soldiers' civil reestablishment.

Mr. ROBSION. That brings us to another proposition. I think that the greatest thought of the century, nearly, was the purpose of America to train the soldiers, not only because of our duty to them but from the economic point of view. Now, you have made the statement that a great many of these men, or thousands of these young men, are not taking the training because of positions with good salaries being offered to them. Now, since it is so important to train these men, should not steps be taken to advise them that conditions will not always be as they are? You have just stated that if hard times should come in this country a great many of these men will want to enter training. Have any steps been taken to follow these men up and point out to them the great importance of taking this training now, because of the fact that the present conditions can not always exist or continue?

Mr. LAMKIN. We have used every cooperative agency that we could get interested to follow up these men. I think the condition of which you complain—not of which you complain, but which you point out—exists not only as to the disabled men but also in the matter of ordinary education in the United States. It is very frequently impossible to keep a boy in school after he passes the fifth or sixth grade, after he gets past the age where the compulsory-attendance laws require him to go to school, because he can make a little money outside, and these disabled soldiers are not different from the ordinary run of citizens.

Mr. ROBSION. My question is, has anything been said or done to those soldiers in the way of pointing out to them that this condition can not continue and that the first thing they know they will find themselves without training and with different economic conditions in the country that will make training necessary.

Mr. LAMKIN. We are using the Red Cross for that purpose and we are using the American Legion for that purpose and have been for some time. Mr. Lyons told the committee the other day that the Elks were cooperating, and we have also been using the Veterans of Foreign Wars for this purpose, and the literature that the board has sent out emphasizes the necessity of taking the training.

Mr. ROBSION. Are you writing to the soldiers themselves, or have you used anything other than form matter or rubber-stamp matter?

Mr. LAMKIN. I think too many form letters and rubber stamps have been used, but I think that has not been the rule. I think it

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has been the rule in the New York office, but I think it has not been the rule generally.

Mr. ROBSION. You feel that the present high wages will not continue for any great length of time, do you not?

Mr. LAMKIN. That is my feeling about it.

Mr. ROBSION. And you also feel that when wages come down and when the opportunity to enter business or vocational life is reduced, then these boys will want training, do you not?

Mr. LAMKIN. Yes, sir; they will want training. The trained men will be able to get and hold jobs, but the untrained men will not.

Mr. ROBSION. Ought we not to inaugurate an active campaign to point out this situation to these young men, not only for their own benefit but in order that we may get through with this great problem and conclude it as quickly as possible?

Mr. LAMKIN. I agree with you on that.

Mr. ROBSION. The overhead charge would not be commensurate with the increase in the number of persons who might be in training, would it?

Mr. LAMKIN. No, sir. The Appropriations Committee are anxious, but not any more anxious than we are, I think, to keep the overhead down; but I think that any overhead expense that we can justify will be allowed.

Mr. ROBSION. There is no limit as to the time when these boys can take training?

Mr. LAMKIN. No, sir; the other countries have limited it, but we have not.

Mr. ROBSION. You think that by 1924 we will practically have seen the end of it?

Mr. LAMKIN. I think we should see the end of it by that time.

Mr. ROBSION. Suppose this present condition should obtain for two years, and then we should have a panicky situation. If we should then place in the schools for training 30,000 or 40,000 of these young men, it would be several years more before the end would come.

Mr. LAMKIN. Yes, sir; but you do not expect a panic in two years. I think there is a likelihood of some industrial depression this fall, and I believe you will agree with me on that.

Mr. ROBSION. The presidential race may bring on anything.

Mr. LAMKIN. Of course, those are conditions that we have to face, and we ought to get the boys in training now. That is the fact of the matter.

Mr. ROBSION. It is a great problem and a great thing for America, and the best thing that we can do is to get them in training and see to it that they receive training.

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. Has your board, so far as you know, fully advised itself as to the method that Canada has employed in order to induce her disabled soldiers to take the training?"

Mr. LAMKIN. I can not answer you as to the method Canada employs.

Mr. ROBSION. Since her percentage or batting average in the matter of getting men into training is so much higher than ours, do you not think that that would be a legitimate inquiry?

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Mr. LAMKIN. Yes, sir.

Mr. ROBSION. Now, is it your impression, Mr. Lamkin, that since the first of the year the number of men entering training has increased or decreased?

Mr. LAMKIN. The number of men entering training?

Mr. ROBSION. Yes.

Mr. LAMKIN. The number of men by months?

Mr. ROBSION. Yes.

Mr. LAMKIN. I think the number of men entering by months has probably kept at about what it was. I think it has been about 4,000 per month, as I recollect, throughout the country.

Mr. ROBSION. I have just taken from the record these figures: November 1, 1919, 4,516; December, 1919, 2,528; January, 1920, 3,482; February, 1920, 2,648. That would indicate that we have been going down instead of up.

Mr. LAMKIN. The March record is not there, is it?

Mr. ROBSION. No.

Mr. LAMKIN. What are those figures taken from?

Mr. ROBSION. This is from the summary. What is the March record?

Mr. LAMKIN. I have not the March record, and, as I said the other day, I do not pin very much faith in some of those deductions that are drawn.

Mr. ROBSION. But this is not a record of the men examined and passed upon, but of the men put in training. Records like that published by the Government ought to be correct, ought they not?

Mr. LAMKIN. Yes, sir; they should be correct.

Mr. ROBSION. How do you account for that apparent decrease in the number of men entering training, under this new condition and in view of the advance in experience, and under this liberal policy that has been described to the committee?

Mr. LAMKIN. The only reply that I can make would be the letters which I understand Mr. Munroe has submitted for the record, and which give the general run of replies that they make to our inquiries as to why they do not enter training. Various reasons are assigned. Some say that it is because they are not ready to go, and some, of course, are deferred. They say that they are not ready for it, or something of that kind.

Mr. ROBSION. I am getting at this point: Some of the delays were due to the congestion——

Mr. LAMKIN (interposing). Yes, sir.

Mr. ROBSION. But now the congestion is over, and we are getting less than we had when there was congestion. I do not understand that. We get less in training without congestion than we had with the congestion. We are getting less under a more liberal policy, or under a 24-hour policy.

Mr. LAMKIN. We probably have the same condition as that which existed in the case of the man who wanted his money from the bank until he found out that he could get it, and then he did not want it. I do not know the reason.

We are approving the cases, and it has been a very serious question with me, and with the board, as to why these boys were not entering the training after their training was approved.

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Mr. ROBSION. Now, in looking over the list for my own State, Kentucky, and especially through the section that I am well acquainted with, I find that the young men who are taking this training come almost exclusively from the cities, and that for some reason we have not reached that great number of boys living in the country.

Mr. LAMKIN. I think that a large number of those boys are not in training for probably two reasons: In the first place, I think you will agree and that others will agree that the most desirable training for a boy living on the farm is such training as will take him back to the country—that is, in ordinary cases. Now, there is throughout the country, whether we think there should be or not, a pretty widespread distrust of all agricultural training, and I think that gives us one reason why some boys in the country are not taking the training offered. I know that the board approves training along agricultural lines more heartily than almost any other training that can be offered.

Mr. ROBSION. I am glad to hear you say that they should go back to the farm.

Mr. LAMKIN. I was struck with that at one time when I learned that about 70 per cent of the men going from Camp Dodge and Camp Funston said that they were going back to the farm. I think we should go out into the country more and into the small towns more. It is a question of development.

Mr. ROBSION. Did you say that 70 per cent of them were going back to the farms?

Mr. LAMKIN. I said that 70 per cent were going back to the farms from Camp Dodge and Camp Funston. That is where they discharged them for all of the Middle West country.

Mr. ROBSION. I am asking about the farmer boys in the country. Now, suppose he can not farm, and he is not taking this training. He can not be a farmer, but he can be something else. I feel that under our system we are not reaching the country boy, for some reason or other, and I would like to know why we are not reaching him.

Mr. LAMKIN. I would like to know why we are not. I do not know. I think that some parents do not want their boys to leave home. They have been away from home, and they come back disabled, and the parents want to keep them at home. I think that in many instances the parents are responsible, and I think that in other instances the boys are responsible, because they want to go home. They are homesick. I remember a boy who was in training at the Catholic University. I do not know whether he came from your district or not, but he came from the eastern part of Kentucky. He came in to see me, and he said that he wanted to go home. He was an amputation case. I talked with him, and also Mr. Joyce, the representative in Washington, and I do not think there is a more sympathetic man anywhere than Mr. Joyce; but there was nothing that that boy wanted to do except to go home. There was not one thing that we could do with that boy, and we put him on the train and sent him home. We paid his transportation, and told him that whenever he was ready to go back into training in any line that he wanted, we would be ready for him.

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Mr. ROBSION. You submitted a list some time ago, and it seemed to me that very few men in my district were taking training; yet hundreds of boys there had received high disability ratings from the War Risk Insurance Bureau. I think there are only three or four who are taking training and all of them come from towns. I do not believe that one of them comes from the country.

Mr. LAMKIN. We would be glad to have suggestions as to how to reach them.

Mr. ROBSION. I do not know how effective the system is, but you are furnished lists daily from the Bureau of War Risk Insurance, are you not, of the cases that they pass upon and allow compensation for?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. Are you getting in touch with them?

Mr. LAMKIN. With the men?

Mr. ROBSION. Yes.

Mr. LAMKIN. Yes, sir; we can not get in touch with them by agents everywhere, but we are sending the cases out to the American Legion posts in the vicinities, to the Veterans of Foreign Wars, and to the Red Cross asking them to get in touch with those boys. We are planning right now what we call a drive in district number 5. That is the district of which Atlanta is the head. We are planning for a cooperative drive as between the Red Cross, the American Legion, and Veterans of Foreign Wars in order to reach every disabled man in that district. We expect to have similar drives in each State, following a conference with the representatives of those various agencies.

Mr. ROBSION. I am inclined to think that during the time of your troubles with the War Risk Bureau situation, and while the problem was new and there were delays and miscarriages in one way or another, a great many disabled soldiers got the impression that it was almost impossible to go in and get training.

Mr. LAMKIN. I think that is true.

Mr. ROBSION. I feel that if a new propaganda should be started up—and I do not mean one like they had in the beginning of promising everything, but one setting out clearly what they are entitled to, and pointing out to them the necessity of taking the training, because after a while times might get hard and jobs scarce, then the training will be in demand. That brings me to the matter of those advertisements that were sent out which promised so much. When you came in, you burned up 30,000 of them, did you not, or you destroyed them?

Mr. LAMKIN. I think they were not burned. I think they were disposed of under the Government regulations regarding the disposal of useless material or waste material.

Mr. ROBSION. You realized that it was creating the wrong impression?

Mr. LAMKIN. Yes, sir; I thought that it was decidedly giving the wrong impression.

Mr. ROBSION. And doing harm instead of good?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. Can the soldiers be examined by any physicans other than Public Health Service physicians, under your rules, to secure this training?

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Mr. LAMKIN. We ask the Public Health Service to furnish the examinations. If the Public Health Service furnishes the examination and the soldier is not satisfied with the examination, we will have another one made.

Mr. ROBSION. You pay his expenses to and from the point where he takes the examination?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. Is that done whether he is put in training, or not?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. How long do you anticipate that it will require to practically pass on all these cases, without any new matter introduced?

Mr. LAMKIN. That depends probably on how long we are tied up here, or how long I am tied up here. I think we should get all those cases passed on, and by that I mean acted on one way or the other, in the course of 90 days.

Mr. ROBSION. Is it a fact that your being tied up here interferes with the work of attending to the soldiers' cases?

Mr. LAMKIN. Yes, sir; I think it does.

Mr. ROBSION. You do not pass on them?

Mr. LAMKIN. No, sir.

Mr. ROBSION. And your board in Washington does not?

Mr. LAMKIN. No, sir.

Mr. ROBSION. Is this investigation interfering with the work of the district officers throughout the country?

Mr. LAMKIN. I do not want to say that it is, but it is certainly my job to speed up the action of the district officers.

Mr. ROBSION. All of those orders and instructions have gone to the district officers?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. And they are given authority to pass on a man's case, and they can pass on it in 24 hours?

Mr. LAMKIN. Yes, sir; but you have to hold those officers responsible for passing on cases; and if they do not do it, you must keep your hand on the situation so as to know why they do not and to send them the help that is necessary or make any changes that are necessary in order to relieve them.

Mr. ROBSION. I have had this impression, Mr. Lamkin, that this investigation has helped greatly the cause of vocational education for the disabled soldiers.

Mr. LAMKIN. That is the reason I did not like to make that reply, because I do not want you to think that I believe that it has been entirely useless.

Mr. ROBSION. What was that?

Mr. LAMKIN. I do not want to give you the impression that I think it is entirely useless.

Mr. ROBSION. I will ask whether you think it has proved of benefit?

Mr. LAMKIN. I think it has been valuable.

Mr. ROBSION. I do not mean in the sense of adverse criticism, but apart from that——

Mr. LAMKIN (interposing). I do not think that any governmental agency should be afraid of adverse criticism.

Mr. ROBSION. I think it has put "pep" into the whole system, and it has brought a great fund of knowledge to Congress. Another

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thing, I think it has given your board the viewpoint of the American people in a way that you did not have it before. In other words, you had a law that you had to go by, and I think that you have received assurances in this investigation that you can hardly go too far for the American people. I believe that in that way the investigation will be helpful.

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. In cases of appeal the man that you send to the district office always passes on it as a member of the appeal board, does he not?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. Why is that?

Mr. LAMKIN. He is supposed to express to the appeal board the reasons from the legal standpoint why he thinks that the man is not entitled to training.

Mr. ROBSION. This board must necessarily largely depend upon him?

Mr. LAMKIN. No, sir; I think it does not largely depend upon him.

Mr. ROBSION. Does not his decision, as originally made, and his statement of the situation generally prevail?

Mr. LAMKIN. I think not.

Mr. ROBSION. Why is that, or why should the man who passes on a case in the first place sit in judgment in the appellate court, so to speak?

Mr. LAMKIN. It is probably a misnomer to say it is an appeal board. It was named appeal board for the want of a better name. It should be probably called a conference or a joint conference, or something of that kind. The real appeal comes to this office, if the district office can not settle it or decide it.

Mr. ROBSION. How many have usually come?

Mr. LAMKIN. Here?

Mr. ROBSION. Yes.

Mr. LAMKIN. I can not answer how many have come in a month, but I know that they are diminishing in number, until we are cutting the number of men on the case board to two for the entire country.

Mr. ROBSION. Are you ever confronted with the question of pride of opinion, as where the New York office has acted, and the men concerned does not care to have himself reversed or overruled?

Mr. LAMKIN. No, sir; that has never been brought to my attention. I do not know that it has occurred. Of course, if the number of appeals from New York or any other district is sufficiently large, we would naturally question the rulings of the eligibility man.

Mr. ROBSION. If your case is tried in the lower court, and then you go up on appeal and find the same man who passed on it in the first instance——

Mr. LAMKIN (interposing). My understanding is that that is done in the Federal Courts in some instances, is it not? I am an attorney at law and have not practiced, but that is my recollection.

Mr. ROBSION. What is your idea about that? How would you like to have your case tried in that way?

Mr. LAMKIN. I can see no objection to having three men, one of whom has said, "I think this man is not entitled to training," to sit

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there and determine whether or not he is entitled to training. He is the man who speaks of the legal phase of it, and he has sitting on the board there the district officer whose duty it is to get any evidence which may be lacking. If you consider that an appeal board, I think that the principle may be wrong, but if it is a conference on the case, I think the principle is right. As I say, it is rather a name than a principle that is involved.

Mr. ROBSION. Do you meet with the full board here in Washington?

Mr. LAMKIN. No, sir; I have never met with the full board.

Mr. ROBSION. Have you ever been invited to meet with them?

Mr. LAMKIN. No, sir.

Mr. ROBSION. Why is that?

Mr. LAMKIN. I do not know.

Mr. ROBSION. What does that full board do?

Mr. LAMKIN. I do not know. After the meetings, I get extracts from the minutes concerning matters pertaining to vocational rehabilitation. I assume that it passes on the actions of the standing committee, ratifying them or reversing them.

Mr. ROBSION. Who is responsible for the policy of the vocational board? The board itself?

Mr. LAMKIN. The board itself; yes, sir.

Mr. ROBSION. You say that you have never been called to meet with them?

Mr. LAMKIN. No, sir.

Mr. ROBSION. They have meetings and lay down the policy, and then give it to you to follow?

Mr. LAMKIN. I think the policies are discussed by the standing committee and are submitted to the board, and they are ratified or laid down at the board meetings.

Mr. ROBSION. Do you know of any good reason why the head or chief of this great department should not meet with the full board and discuss questions of policy with them?

Mr. LAMKIN. We are discussing this matter impersonally entirely. I am sure that you agree with this proposition, and I am sure that Dr. Fess, who has been a school administrator, agrees that the school superintendents or executives should meet with the legislative body?

Mr. ROBSION. I do not know just what the reason is.

Mr. LAMKIN. I do not know what the reason is. The matter has not been discussed and I do not know.

Mr. ROBSION. Who compose the standing committee?

Mr. LAMKIN. Mr. Munroe, the vice chairman of the board, is chairman of the standing committee, and the other members are Mr. Holder, Mr. McIntosh, and Mr. Claxton. I have met with those four men very frequently. I am with them every day. They meet at the call of the chief. Whenever I call them up they have a meeting.

Mr. ROBSION. Do they attend the meetings of the full board?

Mr. LAMKIN. Yes, sir; they are members of the full board. They are four of the seven members.

Mr. ROBSION. Not speaking of yourself, but of some other case, or making it entirely impersonal, do you not think that the chief would be at some advantage if he met with the board?

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Mr. LAMKIN. I do not know that I am correct in the statement, but it is my impression that Dr. Prosser, who was the director of the board, always met with them until his resignation in October. I think if he were valuable to them as chief, he would be valuable to them at board meetings.

Mr. ROBSION. After all, the responsibility for the success or failure of this great work rests on your shoulders, does it not?

Mr. LAMKIN. Yes, sir; for the administration of it.

Mr. ROBSION. I assume from what you say—and by this I do not intend any discourtesy to any other person—that you have a wider grasp of this situation than any other person who has appeared here, and you must necessarily have a wider grasp of it than any other person who has appeared here.

The CHAIRMAN. Mr. Lamkin spoke of Dr. Prosser. He held the position of director of vocational education, and you hold the position of chief of the rehabilitation division of that work.

Mr. LAMKIN. Yes, sir.

The CHAIRMAN. So that rehabilitation is really a division of the vocational education field.

Mr. LAMKIN. Under the original organization, Dr. Prosser was the executive of the board. When he left the board did not appoint any executive to succeed him, but they divided the duties between the Chief of Vocational Education and the Chief of the Division of Vocational Rehabilitation. The director's functions were divided between those two chiefs. Consequently, they did not fill the position of director.

The CHAIRMAN. Did you say that Dr. Prosser always met with the board?

Mr. LAMKIN. I can not say. I can not answer that, but my impression is that he did.

The CHAIRMAN. Without doubt, he did much of the time, if not all the time, and it would appear to me that it has been a mistake if the man who is in charge of the vocational rehabilitation work has not been meeting with the board, because that work, no matter how small it appeared at the beginning, has grown to be the big thing now in the vocational education board, although it was not comprehended at all in the idea of the law when we originally passed the vocational education bill. It has been added to it, and I think it has been giving more concern to the country than any other one phase of the work.

Mr. LAMKIN. I think the standing committee would reply, if asked, that probably 90 per cent of its work is the work of vocational rehabilitation. I have no doubt of it.

Mr. ROBSION. As was suggested by you yesterday, 2,000 or 2,500 is about the enrollment in big universities, but with such a number as you have got, you could fill 15 great universities. We are proposing to spend next year nearly $100,000,000, and to add many thousands of students. As suggested by the chairman, Dr. Fess, it is a great problem, and it has almost swallowed up the vocational education problem. I agree with Dr. Fess, and I think it is a mistake not to have the man who carriers this responsibility on his shoulders to meet with the board in order that they may get his viewpoint and that he may get theirs at first hand.

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The CHAIRMAN. The committee desires to have a conference in regard to some legislation now, and we will, therefore, stand in recess until 2 o'clock.

(Thereupon, the committee took a recess until 2 o'clock p. m.)

AFTER RECESS.

The committee reassembled at 2.15 o'clock p. m., pursuant to recess, Hon. Horace M. Towner presiding.

Mr. TOWNER. The committee will come to order. You may proceed, Mr. Lamkin.

STATEMENT OF MR. UEL W. LAMKIN—Resumed.

Mr. LAMKIN. Mr. Chairman, before you proceed, may I state that Mr. Robsion asked me this morning in regard to the number of men entering training. I find that in the month of March, 1920, there reached this office the reports of 4,003 men that had entered training during that month.

For the month of April the reports totalled 3716.

I also asked permission this morning, Mr. Chairman, to file a memorandum regarding the training in England, and would like also to file a statement from the ministry of pensions regarding instructions to training officers, which are not even signed with a rubber stamp, but by a mimeograph signature. It is an official statement concerning the English system which will be of interest, I think, to the committee.

The CHAIRMAN. Without objection, it will be included in the record.

The papers referred to follow:

METHODS OF PROVIDING TRAINING IN ENGLAND.

Training for disabled ex-service men in England is provided by the following agencies:

(1) The Ministry of Pensions.
(2) The Ministry of Labour.
(3) (*a*) The Board of Agriculture and Fisheries (England and Wales); (*b*) The Board of Agriculture (Scotland).
(4) The Board of Education.
(5) The Appointments Department of the Ministry of Labour.
(6) The Ministry of Health.

I. MINISTRY OF PENSIONS CASES.

Disabled men of the following classes will be dealt with by the Ministry of Pensions:

(1) Men requiring treatment such as would interfere with regular attendance at a continuous course of training on ordinary industrial lines.

(2) Men who are likely to break down or have broken down in training or employment under ordinary industrial conditions.

(3) Men whose concurrent treatment and training necessitates that they reside in a convalescent center.

(4) Men whose disability is such as to make it impossible or undesirable for them to be trained or employed in association with ordinary workmen e. g., cases of severe facial injury, epilepsy, blindness, or deafness.

The Local War Pensions Committee is responsible for ascertaining whether a disabled man is eligible and suitable for (*a*) training under ordinary industrial conditions (under the Ministry of Pensions) or (*b*) concurrent treatment

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and training (under the Ministry of Pensions). For this purpose they refer the man to the Medical Referee (not necessarily attached to a particular local committee) who examines and classifies him in accordance with instructions issued and who furnishes the local committee with a certificate executed on the proper form.

Cases which the medical referee finds should be given a course of concurrent treatment and training under the Ministry of Pensions are provided for as rapidly as possible in the following ways:

(*a*) In military orthopedic hospitals which have been and are being transferred from the War Office to the Ministry of Pensions.

(*b*) In convalescent centers which have been and are being set up by the Ministry of Pensions.

The amount of training which is provided at these institutions is regulated in accordance with the man's physical ability and is decided by a medical specialist.

On April 8, 1920, the following centers were open:

The King's Convalescent Center, Squire's Gate, Blackpool, with accommodation for 600 cases, which, it is hoped, will be considerably extended during the year.

The Midlands Convalescent Center, Rednal, near Birmingham, with accommodation for 400 cases.

The West of England Convalescent Center, Saltash, Plymouth, with accommodation for 400 cases.

Queen Mary's Convalescent Center, Woodcote Park, Epsom, with accommodation for 600 cases.

Arrangements for the establishment of centers in Wales, Scotland, and Ireland are in progress.

II. MINISTRY OF LABOR CASES.

Cases which will be dealt with by the Ministry of Labor are:

(1) Men who require no further medical treatment or supervision and can, so far as their health is concerned, be absorbed in training or employment under ordinary industrial conditions; and

(2) Men who can only require occasional treatment, which will not interfere unduly with regular attendance of a course of industrial training.

Medical treatment is provided by the Ministry of Pensions. Cases of men who break down during the course of training under the Ministry of Labor are referred to the Local War Pensions Committee. If the Medical Referee finds that treatment will last longer than three weeks, the payment of training allowances by the Ministry of Labor is suspended and the man receives the pay and allowances authorized under the Ministry of Pensions.

The provisions made for industrial training are administered by the Divisional Director of Industrial Training, an employee of the Ministry of Labor. There are 17 such directors, as follows:

Scotland Division; North Eastern Division, covering counties of Northumberland, Durham, Cumberland; North Western Division, covering counties of Lancashire, Cheshire, Isle of man, Westmorland; Yorkshire Division; Wales Division; Midlands Division, covering counties of Staffordshire, Shropshire, Warwickshire, Worcestershire, Herefordshire; East Midlands Division, covering counties of Leicestershire, Lincolnshire, Nottinghamshire, Derbyshire, Northamptonshire, Rutlandshire; South Midlands Division, covering counties of Bedfordshire, Hertfordshire, Huntingdonshire; East Anglian Division, covering counties of Cambridgeshire, Norfolk, Suffolk; London Division; Home Counties Division, covering county of Middlesex; Home Counties Division, covering county of Essex; South Eastern Division, covering counties of Surrey, Kent, Sussex.

South Western Division, covering counties of Somerset, Wiltshire, Dorsetshire, Gloucestershire; South Western Division, covering counties of Devon, Cornwall.

The responsibilities of the local war pensions committee are limited to the following functions:

(*a*) Ascertaining whether the medical conditions which render a man eligible for training are fulfilled and supplying the Divisional Director of the Ministry of Labour (or in the case of Agricultural training, as defined below, the County Agricultural Executive Committee) with information on this point, including a copy of the Medical Referee's Certificate.

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(*b*) Passing candidates forward to the local representative of the Ministry of Labour (or to the County Agricultural Executive Committee) and

(*c*) Supplying the local representatives of the Ministry of Labour (or County Agricultural Executive Committee) with any information required in respect of men whom the Committee has placed in training prior to the transfer of responsibility.

III. BOARD OF AGRICULTURE CASES.

A disabled man who is eligible for training under the conditions shown above for applicants for training under the Ministry of Labour and who desires training in agriculture receives this training under the Board of Agriculture and Fisheries in England and Wales and under the Board of Agriculture in Scotland. The same regulations that apply to the transfer of men from the Ministry of Labour to the Ministry of Pensions in case of sickness apply to the transfer of men from the Board of Agriculture and Fisheries to the Ministry of Pensions. The relationship of the local War Pensions Committee to the Board of Agriculture is the same as the relationship of this local committee to the Ministry of Labour. The scheme of agricultural training is administered locally by the Secretary of the County Agricultural Executive Committee. In Ireland agricultural training is under the Ministry of Labour. The Board of Agriculture and Fisheries in England and Wales provides training in dairying, horticulture, market gardening, poultry farming, bee keeping, and tractor driving, but not training in agricultural machinery, blacksmith's work, harness making, wheelwright's work, or vehicle making, the last-named pursuits being classified as industrial and therefore falling under the jurisdiction of the Ministry of Labour.

IV. BOARD OF EDUCATION CASES.

Ex-service men (including those not disabled) are accepted by the Board of Education for training as teachers in elementary schools. Candidates should, as a rule, be under 25 years of age, must possess good educational attainments, and must be free from serious disfigurement or marked nervous disorder. They will be required to satisfy the Board of Education as to their general suitability for admission to a training college, and also to pass a medical examination. The ordinary training allowances and bonus will not be payable, but special grants for financial assistance will be made by the Board of Education.

V. APPOINTMENTS DEPARTMENT CASES.

The Appointments Department of the Ministry of Labour administers the scheme to provide State funds for the higher education and training of officers and men of educational promise.

That part of the scheme which involves full time courses of education in universities, colleges, technical and polytechnic institutions is administered by the Board of Education in cooperation with the Appointments Department of the Ministry of Labour. District university committees set up by the Board of Education consider the claims of applicants.

The arrangements for practical training in offices, works, and professional employment are in the hands of the Appointments Department. Applications are made through district directorates. There are 12 such direcorates, located as follows: Perth, Edinburgh, Manchester, Cardiff, Leeds, Nottingham, Birmingham, Exeter, Cambridge, London, Dublin, Belfast.

The recommendations of the local interview board are forwarded to London, where an independent grants committee reviews the case and confirms or revises the local board's recommendations.

That part of the scheme which involves agricultural training is administered by the Board of Agriculture and Fisheries.

Disabled officers who are eligible for assistance under this scheme receive their training under either of the three agencies enumerated above, depending on the type of training being followed, and while undergoing training they receive treatment from the Ministry of Pensions.

VI. MINISTRY OF HEALTH CASES.

The Ministry of Health has jurisdiction over all men discharged from the service suffering from tuberculosis. Arrangements are gradually being made

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for developing a number of training colonies for the tuberculosis cases of disabled men suffering from tuberculosis are referred to a tuberculosis officer by the local war pensions committee, the tuberculosis officer acting instead of the medical referee in these cases. The local war pensions committees are not responsible for providing treatment for men suffering from tuberculosis, this treatment being under the Ministry of Health.

(Tuberculosis ex-service residents of the Isle of Man or the Channel Islands are not under the jurisdiction of the Ministry of Health and are treated by the local committees.)

MINISTRY OF PENSIONS—INSTRUCTIONS TO TRAINING OFFICERS, NO. 1.

The Ministry of Pensions has been in consultation with the Ministry of Labour regarding the establishment of classes for training of a vocational character at its Convalescent Centers and the conditions under which such training should be carried out.

Training officers should recognise that the main reason for the existence of the Convalescent Center is that the men who are admitted to it require medical treatment and that much of their time may necessarily be occupied with such treatment. At the same time most of the men will be capable of a certain amount of training in the workshops. Generally speaking, there are three types of men from the standpoint of workshop training.

1. Men who because of their physical condition can profit by work of a remedial character (and so shorten the period of treatment) without any necessary reference whatever to their subsequent vocation in life—e. g., a man whose hand has been injured and whose muscles require exercise could in many cases profit by a course of work in carpentry. In selecting an occupation for this purpose, care should be taken to secure the man's interest so as to take his mind off his disability. There will generally be a choice of occupation—e. g., in the case cited basketmaking might, from a curative standpoint, be better than carpentry.

2. Men who are quite unable to follow their pre-war occupation owing to the nature of their disability, but who could take up with advantage an allied occupation in which perhaps mental qualities are more important than manual qualities—e g., a building trade employee might become a clerk of works.

3. Men who are unfit to take up their pre-war occupation and who could only earn their living by a change of trade—e. g., a bricklayer who, having lost a leg, could become a bootmaker. In interviewing this type of man, training officers must remember that it is no good over-persuading a man to take up any special trade which the training officer himself thinks suitable. Training is valueless in these cases if the man does not subsequently continue in the trade, and he is not likely to do this if he does not take up the training with some real interest or enthusiasm.

From the Trade Union standpoint the first two classes call for little comment, but with respect to the third class care has to be exercised as to the conditions under which the men learn their new trade.

It has been agreed between the Ministry of Labour and the Ministry of Pensions that if the trade chosen for any particular man is one of those which has been declared by either Ministry to be a "special trade" in the meaning explained in the "Reports of Openings in Industry suitable for Disabled Sailors and Soldiers," the conditions under which training shall be given must conform to the conditions set forth in the National Trade Advisory Committee's report on that Industry.

The following are the trades in which training conditions are determined by the "Reports" issued with the approval of the National Advisory Committee for each trade.

Tailoring.
Furniture Trade (13 processes).
Leather Goods Trade.
Boot and Shoe Making and Repairing.
Gold, Silver, and Jewelry Trade.
Watch and Clock Jobbing.
Dental Mechanics.
Aircraft Manufacture.
Wholesale Tailoring.
Boot and Shoe Manufacture.

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Basket Making.
Building Trade (17 processes).
Printing Trade.
Electrical Engineering including instrument manufacture.
Picture-frame making.
Brush Making Trade.
Electrical Maintenance and installation.
Distributive.
Musical Instruments Trade.
Vehicle Building Trade.
Glass Trades.
Cotton Trade.

Openings in other trades are under discussion and as further "Reports" become available copies will be sent to you. Some also of the reports already in existence are being revised and reprinted. Of these latter, the most important is that on Engineering, the revision of which has created grave difficulties, owing largely to the attitude of the trade-unions some of whose members are opposed to any disabled men being trained in that trade. Until this obstacle has been removed it is considered very undesirable to train men in engineering as a new trade because without the support of the trade unions the men will almost certainly be unable to find work.

The National Trade Advisory Committees are composed of employers and employees in equal numbers, and at their periodical meetings in London questions relating to the training of disabled men are discussed. Amongst other problems, these Committees determine whether training classes in their special trades should or should not be set up in any district. The fact that these Committees were called into existence by the Ministries of Pensions and Labor practically compels the Ministries especially under present conditions of labor, to act on their recommendations. If the N. T. A. C. agree that training in their special trade shall be permitted in any special center, a Local Technical Advisory Committee is set up if possible by the Ministry of Labor in that area, where one is not already in existence.

The functions of this Committee, in so far as convalescent centers are concerned, are:

1. To advise on the selection of candidates for training in their special trade, having special regard to the suitability of the man from every standpoint (e. g., disability, previous occupation, mental equipment).

2. To consider the suitability of the training given especially with regard to the efficiency of the workman so produced.

3. To assist in assessing the value of the period of training in the Ministry of Pension's Center in terms of the full time Ministry of Labour course in the same subject.

Training officers will appreciate that to set up a class in any "Special" trade without consulting the National Trade Advisory Committee will make difficulties inevitable at a later stage when it becomes necessary for the man to leave the Convalescent Center after his medical treatment has been completed to take up further training at a Ministry of Labor institution.

Whenever therefore a specific demand for a particular trade arises, the Ministry at Headquarters should be informed so that the proposed establishment of the class may be placed before the appropriate National Trade Advisory Committee, who will advise the Ministry with regard to the possibility of absorption of the trainees in the trade.

In many trades, e. g., bootmaking, motor engineering, there is a fear that too many men have already been or may be trained and thus their training may not secure for them remunerative employment and in some cases may even lower the wages of fully skilled workmen existing at present in the trade, and in Watch and Clock Repairing there is already so long a waiting list that the Committee do not think that classes at Convalescent centers should be started at present.

It should be appreciated by training officers that the vocational training given in our training centers is in general a preparation for more extended training of the same kind under the Ministry of Labour training schemes. In this way instruction given in a Convalescent Center will approximate closely to that portion of the training specified in the reports on industry which normally speaking would be carried out in a technical school. A perusal of any one of the reports shows that men under the Ministry of Labour schemes receive an efficiency bonus of 5/- per week on the completion of their training

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and it is desired to link up our system of training with the Ministry of Labour scheme in this respect. It is clear that as our patients can only train for a much shorter period, special arrangements must be made to estimate the bonus for effective training to be given. The procedure will therefore be as follows:

About a month before the impending discharge of a man from a convalescent center, the chief training officer must advise the Divisional Director of Industrial Training of the Ministry of Labour for his area so that that officer may make the necessary arrangements for the continuance of the man's instruction. Forms are now in preparation which can be used for this purpose. At the same time the training officer should arrange with the Local Technical Advisory Committee in conjunction with the Divisional Director of Industrial Training to assess the equivalent period of technical school instruction the man may be said to have received, e. g., in the case of a man who has been for nine months in a convalescent center spending say 15 hours a wek in the workshops, the records kept at the Center would probably justify the Committee in assessing the time spent as equivalent to say three months in a technical school, under ordinary industrial training. It is, or course, obvious that an hour to hour equivalence can not be assumed, owing to the weak physical condition of the trainee. The amount of training which a man can undertake per day will be determined by the Medical Superintendent.

The man on passing forward to the Ministry of Labour is then credited by that Ministry with (1) a certain amount of effective training which will reduce the total time of training under their scheme by that amount, and (2) a bonus of 5/– a week for the "effective" period during which he has already undergone training. The total bonus will be payable by the Ministry of Labour at the termination of training. It will be seen that the advantage to the man in a Convalescent Center of undergoing vocational training whilst there is chiefly that he will the sooner be able to earn a skilled workman's wage.

In addition to the special trades indicated above, there will undoubtedly be at Convalescent Conters a number of trades not covered by these reports; for instance, the men in training as manual instructors would not be affected by the conditions laid down by any National Trade Advisory Committee. In such cases the chief training officer would himself assess the time spent at the Convalescent Center for learning the subject, doing so, however, in agreement with the Divisional Director of Industrial Training if he proposes that the man should pass forward to the Ministry of Labour for the completion of his studies. The assessed period in these cases would also count towards the payment of bonus at the end of training and would be payable by the Ministry of Pensions if the man finished his training while still in the Convalescent Center, or by the Ministry of Labour if the man were passed on to that Ministry for continued training.

It is most important in carrying out these arrangements that the instructors should fully realize the conditions under which training in special trades can be carried out, and the chief training officers should make a point to see that all their instructors are made acquainted with:

(1) Trade Advisory Reports in their subjects.

(2) The functions of the National Trade Advisory Committee, the Local Technical Advisory Committee, and the Divisional Director of Industrial Training.

(3) The conditions under which training bonus is payable.

A further instruction regarding Agricultural Training and the arrangements to be made for the continuance of such training after men have left the center will be issued as soon as the procedure is agreed with the Ministry of Agriculture.

A. WEBB,
Director General of Medical Services.

2D FEBRUARY, 1920.

Mr. ROBSION. To what do you attribute this increase in the number of cases being passed upon and the number of men entering training in March and April of this year?

Mr. LAMKIN. I can not answer in regard to the number of men entering training. That is more or less uncertain always. I think the number of men approved for training we can account for the increase by the fact that we are clearing the load, getting the congestion out of the way.

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Mr. ROBSION. Do you think this investigation has had anything to do with that increase?

Mr. LAMKIN. I can not see that the investigation has had anything to do with an increase of that kind, Mr. Robsion.

Mr. ROBSION. I mean in spurring up the work, giving notice to the men all over the United States that this thing is being looked into, and would it not have a tendency to spur them up?

Mr. LAMKIN. I do not say that it has had that effect, because I believe we were driving as hard as we could before the investigation started.

Mr. ROBSION. It looks like you were yourself, Mr. Lamkin, but, of course, you could not say whether the other fellows were driving as hard or not. I saw a letter here that Dr. Fess received from somebody in the Boston territory which stated that it had brought about a tremendous change in the Boston office.

Mr. LAMKIN. Well, it may be a combination of circumstances.

Mr. ROBSION. Of course, the thing to be appreciated above all is that we are getting along better.

Mr. LAMKIN. Yes; I don't care what causes it, just so we get along. I want to get the job done and go home.

Mr. ROBSION. Do you know an appointee in the New York office by the name of Mr. C. E. Alden?

Mr. LAMKIN. No, sir; he is in the central office here. There are two men named Alden in the employ of the board. One is chief clerk of the board here and the other is at Louisville, Ky.—W. O. Alden.

Mr. ROBSION. Was Mr. C. E. Alden connected with the New York office at any time?

Mr. LAMKIN. No, sir.

Mr. ROBSION. Well, it is claimed that he was a member of some orchestra in Washington, I believe, and that he has placed five members of that orchestra under him as appointees.

Mr. LAMKIN. He is here in Washington, Mr. Robsion; I don't know anything about that. I did not know he was a member of an orchestra. He has been with the board since its organization, I understand.

Mr. ROBSION. Well, Mr. C. E. Alden and Mr. Charles E. Appel, Mr. E. Joseph Aranoff, Mr. Edward Matteossian, Mr. Alphonse Young, and Mr. Herman Rakeman all belong to a small number that make up an orchestra, of which he is the head or a member, and he secured their appointment, as I understand.

Mr. LAMKIN. I do not know anything about that. I know Mr. Aranoff—I know the men. They are all of them capable employees, but whether or not they belong to an orchestra I can not say—except Rakeman I do not know him.

Mr. ROBSION. And it is claimed that they are special training associtates of Mr. Alden. I just wondered how he could get five fellows on that were members of the same orchestra that he is.

Mr. LAMKIN. I can not answer that. The orchestra might have been organized after they went with the board or before. I do not know. I do not know whether there is an orchestra or not.

Mr. ROBSION. Do you know anything about that Greenberg tailor establishment proposition in New York where they have 35 service men?

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Mr. LAMKIN. I know some things about it; yes, sir.

Mr. ROBSION. Well, from what you have learned, do proper conditions and circumstances obtain there?

Mr. LAMKIN. I am somewhat doubtful about it.

Mr. ROBSION. What steps have been taken to remedy that?

Mr. LAMKIN. We are keeping very close watch on it. I have got a man who is watching it very carefully. The situation as I understand it regarding that establishment in New York is that there is a closed shop or garment workers' union in the city of New York; that the labor unions will not take the men to train in placement training, and the employers' association will not take them for training on the job, but that before the men are given employment they must have definite productive work. The Greenberg School is a productive organization which employs two teachers, for approximately 30 men who are there now. We are not paying the school $30 a month, although that was in the contract which was submitted. We declined to approve it. We are paying $3 a week on the condition that they shall have two teachers all the time. For a day and a half I think the teachers were gone. The boys are working under regular shop conditions.

The matter was first brought to my attention, I think, by Mr. Meyer when he came down here the first time to the investigation. I think Mr. Ives spoke about it and I immediately started investigators on it, and that is the report which they made, and it is under very close watch at this time. The boys will not be exploited at that Greenberg concern.

Mr. ROBSION. I get the information that we really do not have any teachers there. Have you any definite information or report showing that they do have teachers there? What I have understood is that it is just fellows working there who also work these boys and undertake to give them some little information or instruction during the day.

Mr. LAMKIN. My information is from the representative from this office who was sent to New York to investigate that situation, that for a day and a half no teachers were there; at other times they have had two regularly employed teachers, and I have asked them to get me the exact dates on which those persons were not there and the names of the teachers. I am sure that the committee does not want, and the board does not want, any exploitation of these boys.

Mr. ROBSION. I am glad to hear that.

Mr. LAMKIN. And I am glad that it was brought to our attention.

Mr. ROBSION. I am glad to hear you say that. I believe you are sincere in that. And of course if it turns out that the boys are not getting proper treatment there, you will take the necessary steps to remove them from there?

Mr. LAMKIN. Not only take them out but we would discharge the man that put them there, if he knew they were not getting proper training.

Mr. ROBSION. Did I understand you to say that the labor organizations in New York City would not permit the men to work in the shops?

Mr. LAMKIN. The garment workers' trade in New York City is, I understand, a very closely organized trade, and neither the employ-

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ers nor the employees in the garment workers' trade will let boys be trained on the jobs in the city of New York.

Mr. ROBSION. That is, the union garment workers in New York and the employers of the garment association, the manufacturers, neither would permit the disabled service men of this country to be trained in their stores or factories or shops?

Mr. LAMKIN. That is my understanding.

Mr. ROBSION. Do you think that is right?

Mr. LAMKIN. No, sir; but it is not the board's province to try to solve the labor problem; we have to take things as they are, and as a usual thing the labor unions have removed their requirements regarding apprentices for men who are going into training.

Mr. ROBSION. Do you meet with that situation in New York other than with these garment workers and garment manufacturers?

Mr. LAMKIN. That is the only one that has been brought to my attention. There may be other local organizations doing the same thing.

Mr. ROBSION. That is one of the reasons why you put these men with the Greensburg Co.?

Mr. LAMKIN. These men had had some theoretical training—some of them had—in the New York School of Design, I think it was called, and they had to have actual training in shop conditions before they were put in a shop and the employers and the employees would neither one of them let them come into the shop until they had had that shop experience; and we had to arrange it for them in some way. I do not think that the arrangement is the best one, but I think it is the best that could have been done at the time.

Mr. ROBSION. Now take up the Botanical Garden question, which was spoken about, I believe, by Mr. Rollins.

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. I gather from your statement that you found substantially the condition there that was testified to by Mr. Rollins, and set about to relieve it, and you have relieved it.

Mr. LAMKIN. So far as it was necessary to relieve it it has been relieved.

Mr. ROBSION. And you found that there were conditions there that could not be approved?

Mr. LAMKIN. I think there were conditions that could not be approved. You said approved, not improved?

Mr. ROBSION. Yes. Have you as yet discussed the so-called "hard boiled" order?

Mr. LAMKIN. Yes; I replied to Judge Towner's inquiry. I should be very glad to give any information that I can regarding it.

Mr. ROBSION. I understand that there was some gentleman by the name of Becker that sent it out—no, it was sent to Becker. Who was the man that prepared it?

Mr. LAMKIN. Mr. Carl C. Brigham.

Mr. ROBSION. And he was then in the Washington office?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. And is still in the Washington office?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. And he sent at least one copy of the order or instructions or suggestions, whatever you call it, to Mr. Becker in the Oklahoma office?

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Mr. LAMKIN. Mr. Brigham states he did not send it to Mr. Becker; how Mr. Becker got it I don't know.

Mr. ROBSION. Did you delete it before or subsequent to that?

Mr. LAMKIN. I don't know when Mr. Becker got it. I deleted it the first time I saw it.

Mr. ROBSION. You did not approve of what Mr. Brigham had prepared?

Mr. LAMKIN. No, sir; it was not submitted for approval.

Mr. ROBSION. I think it appears that later on copies of this order or instructions, after it had been deleted by you, were sent or given to various persons engaged in this work.

Mr. LAMKIN. It seems there were.

Mr. ROBSION. Do you know how that came about?

Mr. LAMKIN. I do not.

Mr. ROBSION. And it appears that in the New York office they really followed those instructions?

Mr. LAMKIN. I think not. Mr. Collier, the eligibility man in the New York office, was not here at that time, and so far as I know never had any copy of it.

Mr. ROBSION. Now, this copy that is in the record, is that a copy——

Mr. LAMKIN (interposing). The copy that I found in my files.

Mr. ROBSION. After it had been deleted or before?

Mr. LAMKIN. After it was asked for.

Mr. ROBSION. Is that the copy with the part stricken out by you?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. What was in the original? What was taken out of it?

Mr. LAMKIN. I do not remember. But I assume it was what has been quoted. The probability is—I think the words "be hard boiled" were in the original, and I remember distinctly I cut that out. You understand, Mr. Robsion, that the persons to whom Mr. Brigham was talking were men who were to pass solely on the paper that was in the folder, and who were not to see disabled men at all. Their relations, which Mr. Brigham was trying to adjust, were the relations with the staff members, not with the disabled men at all.

Mr. ROBSION. With that thought in mind, that instruction was not proper, was it?

Mr. LAMKIN. I do not think it was.

Mr. ROBSION. Now Mr. Collier——

Mr. LAMKIN (interposing). There was a condition that should have been remedied.

Mr. ROBSION. Mr. Collier was the board representative in New York, was he not?

Mr. LAMKIN. Was he?

Mr. ROBSION. Yes.

Mr. LAMKIN. He is. He was not at that time.

Mr. ROBSION. Mr. Ives testified that Mr. Collier was "hard boiled," and that he did live up to and follow out and carry out the conditions laid down in this so-called "hard-boiled" order.

Mr. LAMKIN. It is a question of whether or not Mr. Ives knows that is all. I have no doubt Mr. Ives means to be correct. Mr. Wadsworth left the New York office on the 1st of October. At that

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time Mr. Wadsworth was the supervisor of training; Mr. Collier was the supervisor of advisement. Capt. F. O. Smith was sent to New York to succeed Mr. Wadsworth; and my recollection is he was kept in New York until about the 1st of November, when Mr. Smiley succeeded him, at which time the functions of the supervisor of advisement and the supervisor of training were combined under the title of "supervisor of advisement and training."

Mr. Collier was brought to Washington, as I recall, about the middle of November. He was not returned to New York until the 1st of February or later.

Mr. ROBSION. Is Mr. Ives in a position to know what Mr. Collier was doing there in New York?

Mr. LAMKIN. I don't think he was.

Mr. ROBSION. Well, were Mr. Noyes or Mr. Meyer in a position to know?

Mr. LAMKIN. I don't think they were.

Mr. ROBSION. It would be bad policy for the representatives in the central office and the district office to close his ears to the information and advice and suggestions from the staff in the district office, would it not?

Mr. LAMKIN. That was never the intention. That would be bad for them to do.

Mr. ROBSION. And it would be improper instruction to say to the representative from the central office to the district office that he should not let or permit his heart to have any place?

Mr. LAMKIN. I think that would be contrary to the spirit and the letter of the law and the intention of the board and of Congress and the American people.

Mr. ROBSION. And you could not indorse that and would not and do not?

Mr. LAMKIN. And do not; no, sir.

Mr. ROBSION. Did you not receive a great many letters from the New York district, the New York office, complaining about Mr. Collier's "hard-boiled" methods?

Mr. LAMKIN. As I recall, I received two letters. When Mr. Meyer and Mr. Ives were here, they both talked to me in regard to Mr. Collier.

Mr. ROBSION. Was that the time that they were here testifying?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. You have had, about one matter and another, a great many complaints of the New York office, have you not?

Mr. LAMKIN. About one matter and another; yes.

Mr. ROBSION. And you have received many letters from the soldiers themselves?

Mr. LAMKIN. I do not see all of those, Mr. Robsion. I imagine that the majority of them do not come to me.

Mr. ROBSION. Have you made any investigations to ascertain the number of complaints by way of letters that have been sent in to the New York office from the soldiers?

Mr. LAMKIN. Sent in to the New York office?

Mr. ROBSION. Yes.

Mr. LAMKIN. No, sir.

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Mr. ROBSION. Since you were there last August or September?

Mr. LAMKIN. I was there 10 days in August, in charge.

Mr. ROBSION. Since you were in the New York office last August, have you ever been in the New York office or investigated or conferred with the staff there?

Mr. LAMKIN. Yes, sir. I suppose that until the 1st of February I have been in New York one or two days a month on an average. I was there the 25th of March; I was there, I think, about the middle of January; I was there two days in December, one day in November, as I recall. I am not speaking from my date book.

Mr. ROBSION. Now, when you were there, did you get the staff in the New York office together and hold conferences?

Mr. LAMKIN. No, sir.

Mr. ROBSION. Why was that not done?

Mr. LAMKIN. I spent my time around talking to the various members of the staff. I do not know until the day before when I can go to New York. The only opportunity I would have would be during office hours to have a conference with the staff, and I have tried to circulate around through the office and meet the various members of the staff and talk to them individually, rather than trying to get them altogether and stop the work. I have had as many as 10 or 15 together at a time talking to them. I believe that on one occasion since I have been chief of the division I did have them all together. I know that as soon as I was appointed temporarily as district officer in New York, I called not only the staff but all the employees together the 1st of August during that 10 days that I was there, and I think that during that 10 days I had 2 or 3 conferences with the staff members.

Mr. ROBSION. During the 10 days that you were there?

Mr. LAMKIN. Yes. I did not have them all at one time. I would have half of them one day and the other half the other, because of the crowded conditions. We could handle a smaller group more easily than we could a larger one.

Mr. ROBSION. And that is one of the very strong recommendations that Mr. Noyes makes, and one of the chief arguments and complaints he makes against the New York office.

Mr. LAMKIN. Yes; it was my understanding when Mr. Clark was appointed he would inaugurate a policy of staff conferences. I know he did have one or two. I heard reports of them.

Mr. ROBSION. When did the board begin paying Mr. Boland at the school in Pittsburgh?

Mr. LAMKIN. I can not answer that. I think it was some time in November.

Mr. ROBSION. How much money has the board paid him?

Mr. LAMKIN. I can't answer that. I can give you that information, if you want. I will file it for you.

Mr. ROBSION. I would like to have that in the record. It is your purpose to have Mr. Boland appear before the committee?

Mr. LAMKIN. If the committee wants him. His name has been submitted as a witness.

Mr. ROBSION. You say that he mortgaged his home in order to start this school?

Mr. LAMKIN. That is my understanding.

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Mr. ROBSION. For what amount of money?

Mr. LAMKIN. I don't know.

Mr. ROBSION. Do you think he did that because of his great desire to serve the soldiers or his desire for gain?

Mr. LAMKIN. I think it was an interest in the problem of rehabilitation and a desire to serve the soldiers; and also because there were no facilities in Pittsburgh.

Mr. ROBSION. You attribute to him no motive except that of service to the soldier?

Mr. LAMKIN. I think that was his chief motive. I think he has made no unusual amount of money out of the venture. He has probably made a little more than his salary would have been.

Mr. ROBSION. At no time did he offer to serve the board on a salary?

Mr. LAMKIN. No, sir; not that I know of.

Mr. ROBSION. What authority has Mr. Boland in regard to receiving or making orders disposing of the soldiers who attend his school?

Mr. LAMKIN. He has no more authority than the president of Columbia University has regarding the men who attend Columbia, except that the president of Columbia University is not in as close intimate touch—personal touch—with the soldiers as Mr. Boland is. Mr. Boland is in close, intimate touch with the men there. He makes his recommendations as any counselor of any institution makes his recommendations.

Mr. ROBSION. Have you a counselor there?

Mr. LAMKIN. He is the counselor. Then, we have Mr. Stamm in the Pittsburgh office.

Mr. ROBSION. Have you any other such situation in the country or condition where the man who is the beneficiary of the board is the counselor for the soldiers, acting in a double capacity?

Mr. LAMKIN. No, sir. And Mr. Boland is not the sole counselor at Pittsburgh. As I say, Mr. Stamm is there at the Pittsburgh office all the time, in constant touch with the Boland school.

Mr. ROBSION. Is he in the employ of the board on salary?

Mr. LAMKIN. He is in the employ of the board, his pay is $3,000 as I recollect, in charge of the Pittsburgh office.

Mr. ROBSION. And he devotes his entire time to the board's service?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. Well, when the boys leave Mr. Boland's school, where do they go?

Mr. LAMKIN. They either go to other schools or go to jobs.

Mr. ROBSION. Who has the direction of that?

Mr. LAMKIN. The Philadelphia office.

Mr. ROBSION. Do they exercise that authority?

Mr. LAMKIN. Yes, sir; I am sure they do. I think they consult with Mr. Boland very freely. I think that is the thing for them to do.

Mr. ROBSION. Who orders these boys to Mr. Boland's school?

Mr. LAMKIN. The Philadelphia office.

Mr. ROBSION. I believe they are sent there on 60 days' trial?

Mr. LAMKIN. Some are.

Mr. ROBSION. Are any sent to remain longer than 60 days?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. How long?

Mr. LAMKIN. Up to a year. He has his regular trade courses, as any elementary trade school.

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Mr. ROBSION. What do those cover? What trades, just generally?

Mr. LAMKIN. Well, the electrical trades, house wiring and things of that kind, forge work, carpentry, shoe repairing. There were several of them when he organized his school first.

Mr. ROBSION. You could not tell us how many byos have gone to that school altogether?

Mr. LAMKIN. No, sir; I can not answer that.

Mr. ROBSION. Have you any idea how many have ever gotten out?

Mr. LAMKIN. No, sir. I can get you that information if you want it. If you want the names I can give you the names of the men, the date they entered and the date they went out.

Mr. ROBSION. Have the boys had something to do with getting out themselves?

Mr. LAMKIN. What do you mean?

Mr. ROBSION. Can they say whether they can get out or not?

Mr. LAMKIN. Yes; they can say whether they get out or not, but the experience which we have had there is that they are as well satisfied or better satisfied in the Boland school then in any other similar institution in the country—I mean any other secondary trade school.

Mr. ROBSION. When they have had their 60 days, or whatever time is proper for a try out, then have they anything to say as to what school or what calling they shall go to?

Mr. LAMKIN. Yes, sir. The try-out course is the course, as you understand, which a fellow goes into in the trade or shop to see whether or not he can make good at it. If he can not, he may be shifted to another one. The boy's preference is certainly regarded as the chief factor in making the determination as to what to do with him.

Mr. ROBSION. I think they also teach English to these persons who speak a foreign language?

Mr. LAMKIN. Yes; they have a number of women teachers there who are doing elementary English work.

Mr. ROBSION. Mr. Lamkin, do you feel that your system, as it is organized, has the proper follow up?

Mr. LAMKIN. No, sir; I do not think it has a sufficient follow up.

Mr. ROBSION. In what part of the country is it most efficient—in what section of the country?

Mr. LAMKIN. I think that we lack in practically all sections of the country in the way of insufficient follow up. I think probably the New York office is again the office that has the least amount of it. I regard the chief, pressing problem the determination of eligibility—placing the men in training—and following that, of course, is the follow up of men who are placed in training.

Mr. ROBSION. Have you sufficient organization for the placement work?

Mr. LAMKIN. Yes, sir; I think we can place the men. I think we are lacking in sufficient staff members to follow up these boys, and we are putting on more staff members as fast as we can get qualified men to do the work.

Mr. ROBSION. And you say in the months of March and April there has been a substantial increase in the number of men placed in training?

Mr. LAMKIN. Yes, sir.

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Mr. ROBSION. Now, has that been a dumping process or has it been done with intelligent direction?

Mr. LAMKIN. It has been, I think with reasonably intelligent direction; we have been adding staff members to our force in March and April in order to follow up these boys.

Mr. ROBSION. Could you tell us in a general way to what extent you have added to the staff?

Mr. LAMKIN. I can not answer as to numbers—no, sir—because I have not kept in touch with the actual numbers. I have told the superintendents of placement and training that, as we needed the men—and within the limit, I think, of 50 each—to get the men that were qualified and put them to work.

Mr. ROBSION. Now, this season of the year—March and April—do you have trouble in getting the men properly placed in schools and colleges?

Mr. LAMKIN. Yes, sir; this is a bad time to put them in schools and colleges.

Mr. ROBSION. They come on the tail end of the year, when it would be a difficult matter to get them in classes where they could make any real progress?

Mr. LAMKIN. That depends, of course, on the institution. I think there are some institutions at this time who have the trimester plan of organization, under which there are three terms a year. Those schools have the spring and summer term, which is just opening now. There are other schools which have the four-term-a-year plan and run all the year round. Those schools, of course, you can enter once every three months. As I said yesterday, we are organizing in a good many of these schools the unit courses, short unit courses, where a man can enter the first of every month. In many of the trade and technical schools boys can enter at any time. Then in most of our schools where we have special contracts for special instruction—that is, where they organize a special class for our boys—they can enter any time—the boys can enter there any time. And while it is true that this is not the best time of the year, yet we can find a course by which a man will profit at any time he will go. In commercial schools they may enter any time.

Mr. ROBSION. But you will likely meet a more systematic and intensive follow-up of these boys entering at this season of the year, generally speaking, than you will at any other time, won't you?

Mr. LAMKIN. I don't think so. In other words, they are irregular students, as you would call them, in school.

Mr. ROBSION. Have you made any estimate to ascertain about how many follow-up men you require for the students? Or how many students you would have for each follow-up man?

Mr. LAMKIN. That is a hard question to answer. One man in the placement section, for instance, who is following up boys in placement training, can follow a good many more men if they are located in one section of a city than he can if they are widely scattered. The schools where we have boys, if they have capable counsellors, do not require the close follow-up that the boys do where we do not have capable counsellors. Boys in Columbia University, for instance, do not require anything like the close follow up that boys in the Newark Technical School would, because boys in the Columbia University are at least high-school graduates, while the boys in the Newark

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Technical School are of low-grade education. So all of those various elements have to go into the problem of estimating the number of men that you need to follow up. We are acting on the theory that we need all of the men who are on the civil-service list, and those are the only people whom we can employ; so we are taking the good ones that we can get from that list and putting them on and doing as well as we can with what we have.

Mr. ROBSION. Now, looking to the immediate future, what substantial improvement do you feel can and will be made, say, in the New York office, where there has been so much complaint?

Mr. LAMKIN. I will have to answer that in rather general terms, because when you get into specific matters you are disturbing an organization which is, as you say, already disturbed. We expect to put in enough men into that organization, we expect to make a close enough and complete enough study of it to see that all lost motion is cut out, that it functions properly, and that they have enough men to carry the job over, if it drains us at central office to do it.

Mr. ROBSION. Don't you think that the delay in the New York especially, and perhaps other places, has forced a great many disabled soldiers to take up occupations, work, and for that reason get out of the way of taking training?

Mr. LAMKIN. I think, probably, it has had that effect on some.

Mr. ROBSION. I notice now you recommend that all disabled soldiers with 10 per cent or more disability should receive training with pay. I want to indorse that as far as I am concerned. You also make a number of other recommendations, I believe 11 in all. Outside of the question of salary, did you ever make those recommendations before now to any committee of Congress or to Congress?

Mr. LAMKIN. No, sir; I have not made them.

Mr. ROBSION. Did you ever submit these recommendations to the board?

Mr. LAMKIN. I have discussed some of them with members of the board.

Mr. ROBSION. Did they ever call upon you for your recommendation?

Mr. LAMKIN. Formally?

Mr. ROBSION. Yes.

Mr. LAMKIN. No, sir; they never formally called upon me for my recommendation.

Mr. ROBSION. And you did not make any recommendation to them formally as a board?

Mr. LAMKIN. Not all of those.

Mr. ROBSION. Did you ever make any of them in a formal way to the board as a board?

Mr. LAMKIN. I don't remember, Mr. Robsion, that I ever submittedd these formally. We have discussed them with the standing committee, I think, practically all of these questions; I am sure we have, all of them.

Mr. ROBSION. Now, what body—in your board or in your work—appears before Congress and congressional committees?

Mr. LAMKIN. My understanding is that the standing committee does.

Mr. ROBSION. Has the standing committee ever asked you to appear before Congress or any congressional committee to discuss and lay

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before the committee of Congress any recommendations or matters in connection with this work?

Mr. LAMKIN. I have been before five committees before this hearing. The Senate Committee on Appropriations called at the board offices in October, with no member of the standing committee present, when they wanted a hearing in a short time and I went.

Mr. ROBSION. Before that committee did you submit any of the recommendations that you now submit to this committee?

Mr. LAMKIN. No, sir; that was solely a matter of appropriations. I went before the House Committee on Appropriations with the members of the standing committee, concerning appropriations.

Mr. ROBSION. When?

Mr. LAMKIN. I think that was in January.

Mr. ROBSION. Of this year?

Mr. LAMKIN. Of this year; yes.

Mr. ROBSION. Now, did you or the standing committee submit the recommendation you now submit to that committee?

Mr. LAMKIN. That was solely in the matter of appropriations. I was asked by Mr. Langley, the chairman of the Committee on Public Buildings and Grounds, to appear before that committee, which I did, discussing the question of providing sufficient space for vocational education in any hospital program which was adopted by Congress.

Mr. ROBSION. Is that one of the matters that you include in your 11 recommendations?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. When was that, Mr. Lamkin?

Mr. LAMKIN. I don't remember. I think it was some time in December. I am not sure.

When the Green bill was up, Mr. Munroe, the vice chairman, wrote me a note one morning asking me to come to the meeting of the Committee on Education. Those are the only times I have been before congressional committees.

Mr. ROBSION. What recommendation did you make then?

Mr. LAMKIN. On the Green bill?

Mr. ROBSION. I mean about any of these matters affecting rehabilitation?

Mr. LAMKIN. I did not discuss these 11 recommendations. The only question up was the Green bill.

Mr. ROBSION. Now, Mr. Lamkin, you feel that these 11 recommendations are material and important for the proper carrying on of this work of the rehabilitation of disabled service men?

Mr. LAMKIN. You understand that those recommendations are mine. I have not discussed them with the members of the board.

Mr. ROBSION. But you feel that they are proper and the thing that ought to be done?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. Now, why haven't you submitted those long before now?

Mr. LAMKIN. I did not regard that as my function to submit them, Mr. Robsion.

Mr. ROBSION. You feel that is the function of the standing committee?

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Mr. LAMKIN. Yes, sir; any recommendations which they approve.

Mr. ROBSION. Do you know, or have you any idea, why the standing committee did not submit these recommendations to Congress?

Mr. LAMKIN. I do not know. Two members of the committee are here.

Mr. ROBSION. Does that indicate that they did not have the grasp of this great problem of rehabilitation?

Mr. LAMKIN. No, sir; I don't think so.

Mr. ROBSION. It doesn't indicate that?

Mr. LAMKIN. I think not.

Mr. ROBSION. Well, if they had the grasp and knew about these things, and these things ought to have been done, why were they not done?

Mr. LAMKIN. They may not agree that they ought to be done. As I say, I have never discussed them with the members of the standing committee, and I don't know whether they agree with them or not—at least, since I wrote them. I think we have discussed all of them.

Mr. ROBSION. I notice in the testimony of Mr. Munroe he makes substantially the some recommendations.

Mr. LAMKIN. I say, we have discussed all of them—I think all of them—informally.

Mr. ROBSION. And of course these recommendations nearly all require action of Congress, do they not?

Mr. LAMKIN. I think practically all of them do.

Mr. ROBSION. Now, Dr. Munroe, the chairman of the standing committee and yourself say they ought to be done, and you discussed them among yourselves; I would like to know if there is any good reason why they were not brought to the attention of Congress, or of the Committee on Education or some other committee of Congress that might write them into law, if it is proper?

Mr. LAMKIN. I think that is a question that you should ask the persons who deal with Congress, Mr. Robsion.

Mr. ROBSION. And you, not being the person delegated, having the authority to take matters up with the committees and with Congress, and you, having discussed it with the standing committee, feel that you went as far as you had authority to go? Is that what you mean?

Mr. LAMKIN. I think that is as far as I should have gone. I think you can get information concerning that from the committee.

Mr. ROBSION. Did you feel that Mr. Miles, who was commander of the American Legion in New York, was not in sufficiently close touch with the New York office and its relation to the disabled man to know what he was talking about when he complained that the New York office was in bad shape.

Mr. LAMKIN. I don't know much about Mr. Miles, but my idea would be that he should be qualified as an expert before he gives testimony.

Mr. ROBSION. Well, Mr. McMurtrie ought to know something about the New York office, should he not?

Mr. LAMKIN. I think he should before he testifies concerning it, but he shows he was not very familiar with present procedure by his testimony.

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Mr. ROBSION. I have a number of letters that make a great deal of complaint about the public health service at Cincinnati, Ohio, and Louisville, Ky., from disabled service men who appeared before them—I mean who had examinations for this training. Do you know whether there is any basis for those complaints?

Mr. LAMKIN. I don't know, Mr. Robsion. I had a letter the other day, which I think I handed to you, from Mr. Sosnine, which was the first information I had of any complaint about the public health service.

Mr. ROBSION. Then I would say that that letter from Mr. Sosnine compliments very highly the board, the Vocational Board, for their treatment, but is very bitter in his criticism of the Public Health Service of Louisville. Now, does your board have any control over the public health service?

Mr. LAMKIN. None at all.

Mr. ROBSION. And if they are derelict, it is no fault of your board?

Mr. LAMKIN. Not at all. The district medical officer has authority for any good reason to put any of the boys whom we are giving treatment in any hospital he pleases outside of the public health.

Mr. ROBSION. Some Members of Congress have handed me some letters about the public health service at Cincinnati and Louisville. Since your board has nothing to do with them, I do not want to put them in the record.

Mr. LAMKIN. I intended to speak to Gen. Cumming in regard to the complaint of Mr. Sosnine.

Mr. ROBSION. Did you take up the matter of the testimony of young Thomas, who was here before the committee?

Mr. LAMKIN. Arthur P. Thomas?

Mr. ROBSION. Yes.

Mr. LAMKIN. Yes.

Mr. ROBSION. He was the young man, as I remember, that had the trouble with his spine.

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. And appeared before the committee with a plaster cast about his body.

Mr. LAMKIN. Yes.

Mr. ROBSION. It seems from that young man's testimony that he had been examined and a record of his examination had been put in the file there in New York, and he accidentally discovered himself his own condition; that is, while employed by the board in the New York office he went into his own file and found the record there of his examination, which showed that his life was in danger. Now, what excuse was there, if any, for putting that away and not apprising that young man of his condition?

Mr. LAMKIN. I filed the records in the case, together with a letter from the chief medical officer, to whom I referred the X-ray examination and the entire history of the case.

Mr. ROBSION. But that does not discredit in any way or contradict the testimony of this young man on that point.

Mr. LAMKIN. May I finish? The doctor's report was that the X-ray examination did not indicate any immediate need for any operation and that as soon as there were any symptoms, as the doctor said, or any pains in the back, Thomas should report to the New York office.

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He did that, and the day following, the 16th of January, as I recollect, he was sent to the Public Health Service and the operation was decided upon and given him. Now, I do not know, Mr. Robsion—the doctor's statement is that the X-ray examination did not show the need of an operation at that time.

Mr. ROBSION. But this young man said when he went into the file there, there was his record there and from it he learned himself this dangerous condition, and that that brought about the reexamination and the operation.

Mr. LAMKIN. I think the records will not bear out that statement.

Mr. ROBSION. I did not hear you say anything about the statement of the various witnesses there in the New York office, where, because of the lack of system of filing, or of a bad filing system, the Bible statement was carried out that the last was first and the first was last. Could you state whether or not that was true?

Mr. LAMKIN. I think the filing system in New York was at fault.

Mr. ROBSION. It was at fault?

Mr. LAMKIN. Yes, sir. It is a very, very difficult thing to get a filing system that will work and have your case always at hand.

Mr. ROBSION. And as voluminous as that system was there, with the best of systems there would likely be delay, and with a bad system there might be no end to it?

Mr. LAMKIN. Yes, sir.

Mr. ROBSION. And I think we might be justified in saying for the record that because of that, that was one of the reasons why there was considerable delay there in New York.

Mr. LAMKIN. Yes, sir; I think so.

Mr. ROBSION. In getting things mixed up.

Mr. LAMKIN. And when there is delay there is dissatisfaction.

Mr. ROBSION. Because the problem was such that it was best to keep things in the smoothest and best way possible.

Did you ever reprimand Mr. Brigham or make any statement to him about assuming authority enough to send out or to prepare to send out anything like that hard-boiled order?

Mr. LAMKIN. No, sir; I did not understand it was prepared to be sent out. When the matter was brought to my attention it was in the hands of the standing committee. Mr. Munroe called Mr. Brigham to them.

Mr. ROBSION. Well, you had authority over Mr. Brigham?

Mr. LAMKIN. Yes, but when the standing committee gets ready to act, I do not assume authority—I do not assume concurrent jurisdiction.

Mr. ROBSION. What do you think about Mr. Noyes's statement that heretofore he and others felt, and the conduct of the board had been such toward those who did complain, that they felt that a fellow was taking his political life or his job life in his hands to criticize the New York office or the work there?

Mr. LAMKIN. I do not think Mr. Noyes had any reason for that statement. I think there is no foundation for it.

Mr. ROBSION. He says that had been his experience.

Mr. LAMKIN. That was his feeling. But the letters of Mr. Noyes, Mr. Robsion, as I said to him and as I had asked the committee to remember, were written in January, 1919, to Dr. J. C. Miller, who is no longer connected with the board and has not been since August.

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Mr. ROBSION. He testified, as I recall it, that the people in the New York office there hesitated to disclose conditions there because they felt that they would lose their positions, or put themselves in bad if they made those disclosures.

Mr. LAMKIN. I have not noticed any hesitancy in disclosing conditions.

Mr. ROBSION. So far some few have done so, but with a little coming out here and yonder, undoubtedly there have been bad conditions at the New York office and if they all have not been talked about and there has been some reason for it, I think there are conditions there that should have been talked about.

Mr. LAMKIN. We all can see that.

Mr. ROBSION. Don't you think there was some ground for that, the situation in New York that employees would not come forward and disclose what they knew?

Mr. LAMKIN. I know there was no ground for it. The feeling may have been there, but there was no reason for it.

Mr. ROBSION. And Mr. Reid in the Philadelphia office, you feel that he is the fellow that is solely at fault?

Mr. LAMKIN. I think Mr. Reid is at fault in the Philadelphia office.

Mr. ROBSION. Have you had a great many letters from soldiers and others from the Philadelphia office making complaint of the situation there?

Mr. LAMKIN. Not recently. Along in September there were probably a good number, but the situation in Philadelphia is much better than it was.

Mr. ROBSION. Hasn't that alsc been true of the New York office?

Mr. LAMKIN. No, sir.

Mr. ROBSION. But the chief complaint of the country, I mean taking the country as a whole, has been the New York office?

Mr. LAMKIN. There have been a good many more from New York. I would not pretend to say percentages, but there have been more from New York than all the rest of the country combined, as I recollect them.

Mr. ROBSION. You mean from the New York office alone there have been more complaints for that one district, No. 2, than the complaints from the 13 other districts?

Mr. LAMKIN. As I recollect them; yes, sir.

Mr. ROBSION. And you feel that the New York situation can be cleared up and everything will be all right?

Mr. LAMKIN. I think it will be cleared up in the near future. I think you will always have difficulties and problems, of course.

Mr. ROBSION. I mean, to bring it up to a standard as high as can be reasonably attained.

Mr. LAMKIN. I think so.

Mr. ROBSION. Mr. Lamkin, I want to express my appreciation for the information you have brought us and for your very candid statement. That is all I have.

Mr. REED. Mr. Lamkin, I notice on this map here—did you furnish this map?

Mr. LAMKIN. Yes, sir. And I would like to ask, Mr. Chairman, could that map be put into the record?

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Mr. TOWNER. I will be very glad, indeed, if it can. I do not know whether it could be.[1]

Mr. LAMKIN. I can have a photostatic copy of it made.

Mr. REED. It is really a very valuable map.

Mr. TOWNER. I think if you would have a photostatic copy made of it we will try and have it put into the record.

Mr. REED. You notice all the district offices here are marked with a green star. I wanted to ask you a few questions with reference to the situation in the South which I would like to know about.

There are a great many colored soldiers in the South, are there not?

Mr. LAMKIN. Yes, sir.

Mr. REED. How are they handling them in the district office in New Orleans? Are they getting the same treatment, the same consideration that they do in the North?

Mr. LAMKIN. The same attention. They are probably getting a little bit more attention, because they need more attention, Mr. Reed.

Mr. REED. Do you know approximately how many colored men have been taken care of through this service from that office?

Mr. LAMKIN. I can not answer you that.

Mr. REED. Is it possible to get that information?

Mr. LAMKIN. I think so. I think I can get it.

Mr. REED. And also if you will put into the record the particular studies that they have taken up.

Mr. LAMKIN. Of course, we have filled up Tuskegee, Ala.

Mr. REED. Now, I think this would be rather interesting. Do you know what courses they are giving the colored boys?

Mr. LAMKIN. All trade and trade courses, mechanical courses given in Tuskegee. We have colored men in Wilberforce University with trade instruction and English—Wilberforce is in Ohio, you know—trade instruction, English, and everything that is given there.

We have a number in Lincoln Institute, Jefferson City, Mo. We have a large number in, I think it is, the Prairie View State Normal School—the negro State normal school of Texas, and we give them the regular courses prescribed by those institutions.

Mr. REED. Have you had any complaints at all from any of the colored leaders down there in reference to the treatment they have received?

Mr. LAMKIN. No, sir.

Mr. REED. So that so far as you know, they are getting satisfactory consideration?

Mr. LAMKIN. Yes, sir. We have in the New Orleans office a man—I have forgotten his name—who is a very distinguished negro educator, who has charge of that work.

Mr. REED. And your office has been in communication with him?

Mr. LAMKIN. He is employed by us.

Mr. REED. I say, you are communicating with him and know the conditions there?

Mr. LAMKIN. Yes, sir.

Mr. REED. Now, there is one other thing I am interested in. I have seen these figures somewhere, and perhaps you can tell me whether they are accurate or not: That out of the draft of men between 21 and 31 there were 700,000 illiterates, or approximately that.

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[1] Map not printed.

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Mr. LAMKIN. Yes, sir. I think those are Army figures.

Mr. REED. Now, have you any machinery that you use to get the information to these illiterates, as to these courses and benefits to be derived under this law?

Mr. LAMKIN. The only machinery we have is to communicate with the Red Cross chapters, with the American Legion posts, and with the Veterans of Foreign Wars; and, of course, our letters to the boys, which they can not read but which some one else can read for them. I think most of those men in the Army were taught to read and write.

Mr. REED. Without going into details you have almost answered the question when you state that you have received more complaints with reference to the New York office than practically all the rest put together.

Mr. LAMKIN. I think that is true.

Mr. REED. Are you having very many complaints from Chicago, for instance?

Mr. LAMKIN. No, sir.

Mr. REED. Do you know about how many men they have handled in Chicago?

Mr. LAMKIN. No, sir; I haven't those figures here. I do not remember of having for some little time any complaint from the Chicago office come to my desk.

Mr. REED. The reason I asked the question is because there were so many Wisconsin and Michigan men injured.

Mr. LAMKIN. We had at one time a very serious situation in Michigan. I think you are correct about the large number of Michigan men injured. I had a letter I saw on my desk at noon asking for an increase in the personnel of the Detroit office from 18 to 25 in order to handle the Michigan situation. We have a very strong war-risk officer there in Michigan in the person of Dr. Broderick, of the American Legion. He is constantly circulating in Michigan, and we are sending a man from the Chicago office to act with him to meet the various legion posts and to see the boys with whom he comes in contact, and in that way we can keep in pretty close contact with the disabled men in Michigan; and that situation has cleared up.

Mr. REED. I notice you have a district office also at Saginaw. Were there a great many of the boys up in that particular part of the country?

Mr. LAMKIN. Yes, sir.

Mr. REED. Is everything going smoothly there, so far as you know?

Mr. LAMKIN. I think so; so far as I know.

Mr. REED. Now, Mr. Chairman, if it is agreeable to you—I won't take your time, but as I remember it, isn't it a fact that New York State furnished something over 9 per cent of the soldiers?

Mr. LAMKIN. I am not sure about that, Mr. Reed.

Mr. REED. That would naturally lead to a pretty serious congestion in New York?

Mr. LAMKIN. Yes, sir.

Mr. REED. That also being the point at which many of them were discharged when they came back?

Mr. LAMKIN. Yes, sir.

Mr. REED. That is all.

Mr. TOWNER. Taking this office in New York, Mr. Lamkin, now composed of Greater New York, the State of New York, Connecti-

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cut, and New Jersey, manifestly that office is too large for effective service, as it appears to at least some of the members of the committee, even with the subsidiary offices. Would there be or could you recommend any plan by which that section 2 could be subdivided into two or even three districts to the advantage of the service?

Mr. LAMKIN. That is a question of administration, Mr. Chairman, in which I should say frankly that there has been a difference of opinion between some men in charge of the work. Some of us have felt that it would be well if we had an up-State office—if we had a metropolitan office in New York and an up-State office for the boys outside of the city of New York. Also to divide the Chicago office and have one office in Detroit for the Michigan men and one office in Chicago.

It is questionable as to whether or not the increased service would result or whether we could handle it as it is. I have my views about the matter. I think the office can be divided with profit.

Mr. TOWNER. Your idea would be, then, that it could be profitably subdivided into two districts?

Mr. LAMKIN. The New York and Chicago offices.

Mr. TOWNER. Well, let us leave the Chicago office out for the present. Your proposition would be then to put what you might call a downtown or strictly metropolitan district—Manhattan district or including the Bronx?

Mr. LAMKIN. I would take in all the city of New York, Greater New York.

Mr. TOWNER. Now, in your judgment should that include the State of New Jersey?

Mr. LAMKIN. Part of the State of New Jersey probably. It is a question of administration as to whether or not New Jersey should not be put into the Philadelphia office, certainly the western half of New Jersey.

Mr. TOWNER. I can very easily see why the eastern and northeastern part of New Jersey should not be put in there.

Mr. LAMKIN. That is really part of the Metropolitan district of New York.

Mr. TOWNER. I think that is correct. There is no particular reason why the districts should be drawn on States lines, is there?

Mr. LAMKIN. A district should be drawn rather on industrial lines, except for the fact that the American Legion, the Red Cross, are organized along State lines. I do not like to come back to the same thing, Mr. Chairman, but we have always been short of capable executives, and we have been unable to pay the salaries that we had to pay in order to get them, and that has been one thing that stood in the way of us dividing any district office and establishing a new one. Of course, the overhead is more, but if the work could be done we could justify the overhead.

Mr. TOWNER. Everybody admits that the New York office has been overworked; everybody admits that unjustifiable congestion has resulted, with the necessary delays in the New York office. It seems to me that it is of sufficient importance to secure efficiency that that should be a very primary and immediate consideration by the board. There is no reason why the board should not be organized into smaller districts if it can be done.

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Mr. LAMKIN. No, sir. You spoke of overwork, Mr. Chairman. I think the record should show that practically all the employees—all the male employees at least—of the New York office have put in hours of overtime work.

Mr. REED. Here are some rather interesting figures in this report.

Mr. LAMKIN. The report of Col. Ayres?

Mr. REED. Yes; prepared by Col. Ayres, at the request of the Secretary of War, on the war with Germany. According to the figures here, New York furnished 367,864 men. That is 9.79 per cent of the total number of men in the war. This shows the number furnished by each State.

New Jersey furnished 105,207, or 2.80 per cent; and Connecticut 50,069, or 1.33 per cent. So that those States in that district No. 2 furnished 13.92 per cent of the 3,757,624 men. Now, if you were to divide—of course, I realize you can not divide according to figures, but just getting some idea of the overhead that some of these districts are carrying, divide the following number of soldiers here by 13 and you get 289,048. So you see they are carrying a tremendous load, besides being a discharging point for the soldiers when they came back.

That bears out the suggestion of Judge Towner as to the advisability of having another divisional office in New York State.

Mr. LAMKIN. Yes, sir. I think that is well to have that in the record.

Mr. REED. Then I think if you go over to Chicago and take Illinois, Michigan, and Wisconsin, district No. 8—I don't know whether I can get the figures here very quickly, but I think you will find there is a pretty big load there.

Mr. LAMKIN. Yes.

Mr. REED. Then you will surely find a big load in the Philadelphia office, because you take in Philadelphia and Delaware; and Pennsylvania furnished 6.93 per cent of the soldiers.

Mr. LAMKIN. The Delaware figures are very low.

Mr. REED. Delaware would be down pretty low. They only had 7,484 men, or 0.21 per cent, while Pennsylvania had 297,491, and they had a very large number of injured men in Pennsylvania.

Mr. LAMKIN. What is the total per cent of those two States?

Mr. REED. That would be a little over 8 per cent.

Mr. LAMKIN. You see, that is 12.5 per cent. If the load was equal the would be 12½ districts.

Mr. REED. So that those two districts, the New York and Pennsylvania districts, are carrying 22.5 per cent; those two offices would be taking care of 22.5 per cent of the entire 3,757,624 men; so it looks to me as though there was one cause for difficulty.

Mr. LAMKIN. Of course, another element you have to take into consideration in the establishing of these districts is the matter of distance, which is a very material one.

Mr. REED. I noticed that in looking over this map. That is why this map is very valuable. It visualizes the whole thing.

Have any of the difficulties that have arisen in the Philadelphia office and the Chicago office been from congestion?

Mr. LAMKIN. I think very largely they have been from congestion.

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Mr. REED. Now, I haven't figured up here, but here are the New England States—Massachusetts, Vermont, New Hampshire, and Maine—with the divisional office at Boston. The districts there are pretty large; that is, when you get up into Maine.

Mr. LAMKIN. But when you get up into Maine there are not many soldiers.

Mr. REED. Yes; I realize that. The whole population is only 750,000. They furnished 24,252. Now, Massachusetts is up pretty well, 172,610, or 3.53 per cent. That makes a pretty fair load on that office. Have you had any complaint from Boston, so far as congestion is concerned?

Mr. LAMKIN. The Boston complaints practically ceased along in November. We are having no more complaints from Boston. But originally you see the boys were discharged from the Boston district, and that congested the office, and until we got that out and got these boys to their homes and the cases transferred to the western districts, there was congestion in the Boston office. I remember when we had a conference—the first conference we had in St. Louis in February, 1919—the D. V. O.'s were there, and Mr. McLeod told me—Mr. McLeod was district officer at Boston—he told me he had a conference of all his agents every Saturday night, and I laughed at him and told him that it would take my agents to come from the western part of Kansas 48 hours, so if we had a conference every Saturday night they would be on the train all the time.

Mr. REED. Now, here is a question that has perhaps no bearing on this at all. In looking for information relating to legislation I see under section 7 of the vocational rehabilitation act there is a provision there that authorizes the board to accept gifts and donations, public or private, which are offered. Have you ever received any of those?

Mr. LAMKIN. I think $77,061.25, as I remember. There have been none received since I became chief of the division.

Mr. TOWNER. Mr. Lamkin, the recommendations that you have made, you have made in writing. Did you introduce this succinct statement into the record?

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. That is part of the record, together with your additional testimony, is it?

Mr. LAMKIN. Yes, sir.

Mr. TOWNER. I was thinking that perhaps it ought to be. There is one matter about these recommendations that I wanted to ask you still further about.

Your recommendation regarding the consolidation of the three separate branches of the service, the War Risk Bureau and the Public Health and the Rehabilitation Services is very important in the eyes of the committee, and one of the principal grounds of hesitancy about the practicability of it, at least, is the question of whether or not it could be carried into effect. Of course, we can not just simply declare that a thing shall be done, and it is useless to recommend that a thing should be done unless it can be done. Now, bearing upon that question, this work of the rehabilitation of soldiers is temporary in its nature, and will probably last, you think, about three years longer?

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Mr. LAMKIN. Three or four years longer. I should think not over four years.

Mr. TOWNER. There would be no particular reason, no strong reason or urgent reason, why the War Risk Bureau and the Public Health Service should be transferred from the Treasury Department to the Interior Department, except for the purpose of aiding the work of rehabilitation?

Mr. LAMKIN. I don't like to reply to that as an employee of the Government; as a citizen, as I say, I have never seen any reason why the Public Health Service should be in the Treasury Department.

Mr. TOWNER. Well, is there any reason why it should be in the Interior Department?

Mr. LAMKIN. Yes; the Interior has general control of the development of the United States, as I understand it. The Bureau of Education, for instance, is in the Interior; the present Bureau of Pensions is in the Interior Department; your Public Land Bureau is in the Interior Department, and if you have any soldier-land legislation it will be handled through the Interior Department. All of your present pension matters are in the Interior Department; everything relating to public education except the vocational work is in the Interior Department.

Mr. TOWNER. Well, it is not so much the arguments that might be used to sustain it as the practical question. Supposing that the Interior Department was willing to accept it—which I do not know.

Mr. LAMKIN. I don't either, Mr. Chairman.

Mr. TOWNER. And do you think that the Treasury Department would be willing to relinquish it?

Mr. LAMKIN. I can not answer that. It is my understanding that Mr. Shouse stated that there would be no objection raised. But those questions will have to be answered by officials of the department.

Mr. TOWNER. It would be so surprising to a Member of Congress to know that any department of the Government is willing to relinquish anything that they have their hands on, that we would have to have something more than the mere statement of even the Assistant Secretary of the Treasury to convince us that that was a fact.

Mr. LAMKIN. Well, I don't want to be quoted as being even authority for that, except as hearsay.

Mr. TOWNER. But I was asking, if you would, to discuss the practical question, if you have any suggestions to make as to whether or not it was probable that this change could be effected, when the principal object would be for a temporary purpose.

Mr. LAMKIN. I can only state for my own views as to the rehabilitation division without any confusion and with a definite prospect of quickening the work.

Mr. TOWNER. Yes; I was taking that for granted. I was speaking about the other.

Mr. LAMKIN. I am not familiar enough with the workings of the other departments to state, Mr. Chairman.

Mr. TOWNER. I believe that is all.

Mr. LAMKIN. Before I go off the stand, may I take this opportunity of expressing my appreciation to the committee? I have been

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on the stand for four days and a half, and they have certainly treated me with every courtesy, and I appreciate it.

Mr. TOWNER. I was just going to say on behalf of the committee that the committee has very much appreciated your care in the preparation for this examination and in the expression of it, with the evident desire and purpose that we all agree you have evinced, to secure the betterment of the service. The committee appreciates it very much and has been greatly aided by your testimony.

Is it arranged to have some other representative of the board take the stand this afternoon?

Mr. LAMKIN. I think, Mr. Chairman, the standing committee asked Mr. McIntosh in the absence of Mr. Munroe to act for them in consultation with Dr. Fess as to the order of the appearance of the witnesses.

Mr. MCINTOSH. Mr. Richardson, our legal adviser, is here, and will take the stand, if you are ready for him.

STATEMENT OF MR. DANIEL J. RICHARDSON, WASHINGTON, D. C.

(The witness was sworn by Mr. Towner.)

Mr. TOWNER. Give your full name, please, to the reporter.

Mr. RICHARDSON. Daniel J. Richardson; residence, 1215 Gallatin Street, Washington, D. C.; legal adviser of the board.

Mr. TOWNER. How long have you acted as the legal adviser of the board?

Mr. RICHARDSON. I was appointed legal adviser in September, 1917. I have been a little over two years in that capacity.

Mr. TOWNER. In a general way state the nature of your duties as such legal adviser.

Mr. RICHARDSON. I have charge of all the legal work of the board, both for the division of rehabilitation and the division of vocational education, and perform the usual duties performed by a solicitor of any department.

Mr. TOWNER. Any legal question arising in the course of the administration of the work of the board is referred to you by the various bureau heads?

Mr. RICHARDSON. It comes to me through the chiefs or the standing committee.

Mr. TOWNER. Are questions which arise in the administration of the divisional offices sent to you for consideration also?

Mr. RICHARDSON. Only when submitted by the chief of the division of rehabilitation. I do not answer questions directly for district offices. My rulings are reported to the district officers and control in those places.

Mr. TOWNER. Have you a general statement that you desire to make, Mr. Richardson?

Mr. RICHARDSON. I believe it was intended that I would cover a particular phase of our work.

Mr. Munroe in his testimony referred to the controversies that we had with the bureau prior to July 11, and it is desired that I present them in a little more detail and explain the administrative difficulties which the rulings of the bureau in interpreting both the war risk insurance act and the vocational rehabilitation act entailed

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upon the board. In presenting the statement I do not want to be understood as in any way criticising the bureau, because I know that the bureau has acted honestly in the decisions it has made; but, unfortunately, its rulings occasioned very serious administrative difficulties, and owing to the fact that it was its appropriations from which the payments were to be made we were unable to appeal from the rulings to anyone.

In the usual course, matters in regard to payments from appropriations are decided finally by the Comptroller of the Treasury, but we were unable to reach the comptroller because it was not our appropriation involved; it was the bureau's appropriation.

The first controversy that entailed considerable difficulty upon us was that with regard to class B and class A dependents. Under the war-risk insurance act all dependents were divided into two classes. Under class A were included the wife and children of the service man; under class B were included the mothers and the sisters and more distant relatives. When the rehabilitation act first became a law I prepared a chart showing the amounts that would be paid to men in training, and I included in that chart, as I understood the law to intend, both class B and class A dependents. That chart was subsequently submitted to the bureau, and the bureau approved it.

In the course of time men entered training and the question came up as to whether or not payments could be made to the mother of one of the trainees. The bureau sent back the statement that we had forwarded to them, showing the amount that they should pay to the mother, and stated that under our law no amount was to be paid to the mothers of people in training.

Well, of course that produced trouble immediately with the man in training who had entered training with the idea that his mother would be supported. He immediately took the question up with the board and asked for a ruling, but as the bureau held the purse string there was nothing we could do. However, I thought possibly I could get a ruling from the comptroller on it, and I submitted the question to the comptroller. As the letter of submission shows the question in controversy quite fully I would like to have that included in the record.

Mr. TOWNER. Without objection, it may be inserted in the record.

(The letter referred to is as follows:)

DECEMBER 18, 1918.

SIR: There is inclosed herewith copy of communication from the acting deputy commissioner Bureau of War Risk Insurance, returning our Form 107, notice of commencement of course, in the case of Harry Bornstein, who was disabled while in the forces of the United States and is at present undergoing a course of vocational training under the vocational rehabilitation act at the Lanston Monotype Machine Co., Philadelphia, Pa.

The ruling made by the bureau in this case is to the effect that class B dependents of disabled men undergoing training are not entitled to the family allowance prescribed by title 2 of the war-risk insurance act. The Federal board is unwilling to accept this ruling in the absence of a decision from you, and for this reason respectfully requests your decision upon the question involved.

Section 2 of the vocational rehabilitation act provided:

"If such person" (man undergoing training) "was an enlisted man at the time of his discharge, for the period during which he is so afforded a course of rehabilitation, his family shall receive compulsory allotment and family allowance according to the terms in article 2 of said act in the same manner as if he were an enlisted man.

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The fact that "compulsory allotment" is specifically mentioned in this clause and voluntary allotment omitted can not, it is submitted, be construed as meaning that family allowance, dependent upon voluntary allotment, shall not be paid. The purpose and necessity of mentioning specifically compulsory allotment is apparent from a careful consideration of the provisions of both acts. The provisions of title 2 of the war-risk insurance act are limited to enlisted men in the military and naval forces of the United States, and consequently do not embrace disabled men undergoing training. Had the words mentioned been omitted from section 2 of the vocational-rehabilitation act, persons undergoing training would not have been compelled to make allotments to class A dependents, and all allotments would accordingly have been voluntary.

In order to prevent the possibility of a man undergoing training neglecting to provide for his wife and children, it was necessary to specifically mention compulsory allotment. By so doing, however, there was no intention, it is submitted, to deny to the mothers and sisters and other class B dependents the family allowance that would otherwise be payable to them.

An early decision on the question raised by the bureau is respectfully requested.

Mr. TOWNER. Did that controversy turn upon any contradiction between the provisions of the act regulating the action of the War Risk Insurance Bureau with the act regulating the action of the Vocational Board?

Mr. RICHARDSON. No; the controversy arose by reason of the language used in section 2 of the vocational-rehabilitation act.

Mr. TOWNER. Then they were giving a construction of their own to the vocational-rehabilitation act?

Mr. RICHARDSON. Yes, sir.

Mr. TOWNER. I suppose legally they were justified in that because of the fact that the rehabilitation act made the payments dependent upon the action of the War Risk Insurance Bureau?

Mr. RICHARDSON. Absolutely. The act provided that the bureau shall pay to the men in training the amounts prescribed.

Mr. TOWNER. That was a great mistake in the initial legislation?

Mr. RICHARDSON. That has been the source of practically all our difficulties. The breau made the payments and interpreted the law in regard to payments, and when we put men in training we could not assure them what they would receive.

Unfortunately, to that request for a decision the comptroller replied—I will just quote the paragraph:

The Bureau of War Risk Insurance is under the administration of the Treasury Department, and a decision can not be properly made by this office or have binding effect, unless submitted by the head of that department, upon a question involving a payment to be made by it. (Act July 31, 1894, 28 Stat., 208.)

On the receipt of that reply from the comptroller I went over to the bureau and asked them if they would not submit the question to the comptroller, as it was of great importance to us that we should be in a position to pay an allowance to the parents of men in training. The bureau stated that they would submit the question, and I submitted to them all the papers and all the correspondence that we had up to that date with the comptroller; but they never did submit the question, and it was not until the vocational-rehabilitation act was amended by the act of July 11 that the board was in a position to pay to disabled men any compensation for the support of their parents.

Mr. TOWNER. Did the War Risk Insurance Bureau ever give any reason why they did not submit the question?

Mr. RICHARDSON. No, sir; the congestion of work, I imagine was the reason, although they never gave any. I asked them two or three

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times to do it, and they in every instance replied that they were going to do it in a few days, but the question never reached the comptroller.

Another ruling of the bureau that caused us considerable difficulty was that in regard to establishing disability in the service, more specifically of tuberculosis men. There was a provision or amendment to the war risk insurance act that provided "That for the purposes of this section such officer, enlisted man, or other member shall be held and taken to have been in sound condition when examined, accepted, and enrolled for service," and we interpreted that language to mean that any man who was accepted into the Army was presumed to have been sound, and if he at some future time after discharge, or upon discharge, was in an unsound condition, the presumption was that his disability was incurred in the service. The bureau obtained from their legal department a ruling on this clause, and in a very elaborate decision they held that it did not mean what we interpreted it to mean, and in every instance, in the early days—I think they have probably changed it now—they made the man prove he was not disabled when he entered the service, thus doing away with the presumption of the statute. In tubercular cases, in a number of the cases, they could show that the applicant for training had contracted the disease before entering the service, or came from a tubercular family, and it was necessary to prove that he did not have the disease prior to his entering the service. Furthermore, they would discontinue the compensation of any tubercular man immediately upon the doctor's saying that the case was arrested.

Now, as Mr. Lamkin has explained to you, we could not train a tubercular man until his case was an arrested case. Therefore, it made it impossible for us, in the early history of the administration of the act, to train a tubercular man, and Dr. Kidner, who was with us at that time, and Dr. Patterson, who was with us representing the Antituberculosis Association, were constantly at the bureau to get them to change their ruling in this respect, and I think they did subsequently change them.

Mr. TOWNER. They changed both of those rulings?

Mr. RICHARDSON. I think so; yes, sir.

Mr. TOWNER. Of course, they were so manifestly unfair that I am not surprised that they changed them, but I am surprised that they ever made them.

Just in order to make it quite clear, because those who read the record would not perhaps clearly understand it, as you stated, and, of course, correctly stated, your work could not accrue until after the tubercular case had been, in fact, arrested?

Mr. RICHARDSON. Yes, sir.

Mr. TOWNER. In tubercular cases, when they come before you, if the patient is a hospital subject, you have to wait until he has had the necessary treatment in a hospital, or otherwise, until the physicians say that the disease is sufficiently arrested so that he may be able physically to stand and take the training, whatever it may be?

Mr. RICHARDSON. Yes, sir.

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Mr. TOWNER. That is what you mean, so that whenever the pay stopped, and the training was dependent on the pay, that meant that you could not train a tubercular patient under any circumstances?

Mr. RICHARDSON. That is it exactly; and another reason why the board did not train a tubercular man until the case was arrested was on account of the menace he might be to his fellow students.

Mr. TOWNER. Certainly.

Mr. RICHARDSON. There has been a little testimony here in regard to the ruling of the bureau with regard to the reduction of pay, or with regard to compensation based upon the reduction of the pay of the disabled man. That entered into our relations with the bureau, too, to a great extent. For instance, Dr. Kidner, who was with us then, and came from Canada to assist us, was very much disturbed over the rule of the bureau that if a man was enabled, notwithstanding his disability, to earn a wage equal to his prewar wage his compensation would be cut off, because the doctor always felt that if we trained a man and thus increased his earning capacity the bureau would immediately cut off his compensation thereafter. In order to get a definite ruling from the bureau as to whether or not they did judge a man's compensability by the reduction in his prewar wage, we obtained from the bureau a ruling on November 1, 1918, in which they held as follows:

I am in receipt of your favor of the 26th ultimo in the matter of the compensation of Robert F. Missildine, seaman, second class, United States Navy, C–6530, whose compensation was discontinued by this section on October 1 by reason of the fact that the man had resumed employment and was receiving higher wages than he had received before he entered the service, and there was, therefore, no reduction in his earning capacity.

The letter gives the position of the bureau as to why it was necessary that they should discontinue compensation in those cases, and all of it probably had better be inserted in the record, so we will get the bureau's point of view on it.

(The letter referred to is as follows:)

TREASURY DEPARTMENT,
BUREAU OF WAR RISK INSURANCE,
Washington, November 1, 1918.

Mr. J. A. C. CHANDLER,
Chief Division of Rehabilitation,
Federal Board for Vocational Education, Washington, D. C.

DEAR SIR: I am in receipt of your favor of the 26th ultimo in the matter of the compensation of Robert F. Missildine, seaman, 2 c., U. S. Navy, C–6530, whose compensation was discontinued by this section on October 1 by reason of the fact that the man had resumed employment and was receiving higher wages than he had received before he entered the service, and there was, therefore, no reduction in his earning capacity.

However, if he is suffering from a specific injury or combination of injuries of a permanent nature, he is entitled to receive compensation whether or not there is any reduction in his earning capacity from such injury.

Article 3 of the act provides for the payment of compensation for disability, whether total or partial, and states that if and while disability is partial the monthly compensation shall be a percentage of the compensation that would be payable for total disability equal to the degree of the reduction in earning capacity resulting from the disability. "But no compensation shall be payable for reduction in earning capacity rated at less than ten per centum."

The following paragraph goes on to state that a schedule of ratings of reduction in earning capacity from specific injuries or combinations of injuries of a permanent nature shall be adopted and applied by the bureau, and that the rating shall be based so far as practicable upon the average impairments of

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earning capacity resulting from such injuries in civil occupations and not upon the impairment in earning capacity in each individual case, so that there shall be no reduction in the rate of compensation for individual success in overcoming the handicap of a permanent injury.

You will note that the act provides that there shall be no reduction in the rate of compensation for individual success in overcoming the handicap of a permanent injury. Under our interpretation there would be no reduction in the compensation of a man suffering from a specific injury or combination of injuries of a permanent nature because of the fact that he resumed employment and earned wages equal to or greater than he had earned previous to his entry into the service, but where disability is not the result of such a permanent injury the compensation payable is determined by the reduction in earning capacity, and unless there is a reduction in earning capacity in excess of 10 per cent no compensation is payable. Of course, where disability is not the result of a permanent injury compensation is decreased as the man's wages increase and the reduction in earning ccapacity is diminished, and compensation totally ceases when the reduction in earning capacity is less than 10 per cent.

This meant in the early days that we could not train any student. If a person had gone direct from school to the service, he had no prewar wage, and therefore there was not a reduction of 10 per cent. The question came up repeatedly and considerable controversy was waged over it, but we never got anywhere with it.

And the same with apprenticeship. Some of our men in training would receive the wages usually given to an apprentice, and in some cases the bureau wanted to discontinue payments to those men, in view of the fact that this apprentice wage was within 10 per cent of their prewar wage.

The two controversies that produced the greatest administrative difficulty was that involved in the interpretation of the word "pay," as used in our act, and also the interpretation of the words "disabled under circumstances." The bureau's position in regard to the interpretation of the word "pay," in my judgment, changed the whole scheme of vocational rehabilitation from that intended by the people who drafted the law, and by Congress in enacting it. In order to understand the board's position in regard to this controversy, I desire to go back and review the history of the drafting of the vocational rehabilitation act.

The act was drafted by a subcommittee of a larger committee that was appointed by the Council of National Defense, I believe. On the subcommittee were Dr. R. M. Little, Commissioner of the United States Employees' Compensation Commission, a representative of the War Department, a representative of the Navy Department, a representative of the War Risk Insurance Bureau, and Dr. C. A. Prosser, representing the Federal board. Dr. Prosser took me to all these committee meetings, and with the exception of sections 2 and 3 of the act, I prepared the first draft of the vocational rehabilitation law.

It was the view of the committee, as they discussed the provisions of the proposed law, that the activities of the Federal board with regard to rehabilitation, should be restricted entirely to the educational features. That is, the board should be required only to prescribe and provide vocational training for those men entitled to compensation who were vocationally handicapped. It was not intended that the board should duplicate the bureau's pay department, nor that it should be obliged to establish the compensable status of the disabled men. It was the idea of the committee that the compensable status of men injured in the service would be quickly determined by

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the bureau, and that the board would examine these men and select those who, in its judgment, were in need of training, and prescribe and provide the proper courses to overcome the handicap from which they suffered. It was also the intent of the committee that those selected for training should receive from the bureau monthly a sufficient compensation for their maintenance and support, and that this amount should be paid by the bureau from the appropriations made available by the act.

The CHAIRMAN. Was that a matter of interpretation, or was that really the law?

Mr. RICHARDSON. That was really the law, and I shall show that our interpretation would have carried out the intent, whereas the bureau's more narrow interpretation made the board duplicate the pay system of the bureau, and made the board go out and determine the compensable status of disabled men, something that was never intended originally.

If you remember, the first reference to vocational training was contained in the war-risk insurance act, I think it was in section 304, in which the Government held out the promise that they would, as a part of their compensation, vocationally train those men who were handicapped. The vocational rehabilitation act was the instrumentality through which that promise was to be made good.

The CHAIRMAN. Yes; it was on that section that I, myself, called attention on the floor of the House to the necessity of vocational rehabilitation and insisted that the war-risk insurance had limited itself to three major divisions and that there ought to be a fourth, namely, rehabilitation; and, if you will recall, there was a motion to recommit with instructions to report back providing for the rehabilitation, which was withdrawn upon my suggestion that it would be better upon the promise of those in authority to submit an independent bill, which was not being drafted, but the facts upon which it might be drafted were being collected.

Mr. RICHARDSON. Yes, sir; the Federal Board was brought in as the machinery through which this promise should be fulfilled, thus taking the educational features away from the bureau, but it was never intended that we should take over the direct care of the men, the payment of support and maintenance, the establishment of compensable status, and things of that character. It was supposed that men would be determined to be compensable quickly; the board was then to examine them and say, "This particular individual is vocationally handicapped," and put him through the proper vocational training, and "This one is not." That was to be our only contact with the man.

The CHAIRMAN. I presume you were in the meetings where for days there was discussion as to whether this ought to be kept in the War Department or whether it ought to be done outside of the War Department?

Mr. RICHARDSON. Yes, sir. Those meetings were very largely attended. There were representatives of the labor interests, representatives of the manufacturing interests, and several conferences with the insurance representatives of the country, and others, as to the effect that the placing disabled men in the factories would have over the insurance rates.

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The drafting of sections 2 and 3 of the original law was done by a representative of the legal department of the bureau, and the question was repeatedly asked of him whether the provisions of the draft, as drawn, would provide a sum sufficient for the support and maintenance of men undergoing training, and the answer was repeatedly made that the men in training would receive at least the pay for the last month of active service, which, it was believed, would be sufficient for their maintenance.

Now, section 2, as originally drawn, read as follows:

Every person electing to follow such a course of vocational rehabilitation shall, while following the same, be paid monthly compensation equal to the amount of his monthly pay for the last month of active service or equal to the amount to which he would be entitled under acticle 3 of the said act, whichever amount is the greater.

(Said act being the war-risk insurance act.)

In other words, the idea was this: It was the idea that the man, when he entered training, should be at least in the same position that he was when he was in the active service. Now, if he was a corporal, or had a rank higher than that of private, he would undoubtedly receive as pay more than he would receive as compensation, and therefore he should receive his last pay.

The CHAIRMAN. So that he would take under section 3, instead of section 2?

Mr. RICHARDSON. No.

The CHAIRMAN. Section 2 is compensation.,

Mr. RICHARDSON. I am reading section 2. Under section 3 he would just get his compensation, but under section 2 of the act, as it was originally drawn, the pay was determined by one of two propositions: "Did the amount received when in the Army exceed the amount received from the bureau?" Now, whichever is the greater is the one that was to be paid.

The CHAIRMAN. I think you misunderstood. When I said sections 2 and 3, I meant the war-risk insurance act.

Mr. RICHARDSON. Yes, sir.

The CHAIRMAN. Section 3 of the war-risk insurance act, as I recall, relates to allotment and allowance, and section 2 relates to compensation. He might receive more under the one than under the other.

Mr. RICHARDSON. Yes, sir. The act was passed on June 27, and a few days before its approval I submitted to the bureau a table that I referred to a moment ago, showing the amount the disabled man was to receive while he was in training, and I brought the question as to the interpretation of the word "pay" up first in this communication, which is dated June 24, 1918, one paragraph of which is as follows:

It will be noted that the amount specified in the tables under the subhead "Compensation," main head "Persons undergoing training" is the compensation prescribed by title 3 of the war-risk insurance act. Under the vocational rehabilitation act this is the compensation payable provided the pay for the last month of active service is less than this amount. Whether or not this pay will be greater or less, in many instances will depend upon the interpretation to be given to the word "pay" as used in the act. As you are aware, it is the purpose of the statute to allow disabled soldiers and sailors, while undergoing training, at least the wage received for the last month of active service in order that they may be in at least as good a position as they

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were in active service. The wage of a man in active service in addition to the money received, consists also of rations, quarters, clothing, etc., or commutation in lieu of these allowances, and it seems to me that the word "pay" as used in the act was intended to cover allowances as well as the actual money received.

For instance, a soldier on detached service, recruiting duty, a private, whose pay is $30 per month, ordinarily will receive something like $80 or $90 per month, with all the allowances he is allowed for his board, clothing, etc., and our contention was that that was the interpretation that should be given to the word "pay." The last paragraph of this letter is as follows:

I realize that the interpretation here referred to involves a fiscal question, and therefore it may be necessary finally to obtain a decision from the Comptroller of the Treasury in regard thereto, but I would be pleased to receive your views in the matter, and also whether the 20 per cent additional pay allowed for foreign service, as well as additional sums allowed for other reasons, may be included in determining the compensation due under the act.

This letter was signed by Dr. C. A. Prosser, and was addressed to the Director of the Bureau of War Risk Insurance.

On July 25 we received a reply, the last paragraph of which reads as follows:

I appreciate the force of your suggestion that the questions raised in your letter of the 24th ultimo involve matters which should possibly be submitted to the Comptroller of the Treasury for final decision. Before determining, however, whether they should be referred to the comptroller, I am anxious to confer with Assistant Secretary Love, of the Treasury, to whose attention the questions have been brought. Mr. Love is out of the city at present and will be absent for several days. After our conference following his return I shall be pleased to advise you further.

That is signed by William C. DeLanoy, director, and addressed to Dr. C. A. Prosser.

Although this letter states that the question would be presented to the comptroller, the question never was presented to the comptroller. I was advised informally that the bureau would have to adhere to the ruling that "pay" meant the actual money that the man received, the $30, without any addition whatsoever for clothing, rations, and the additional money received, for instance, for being an expert marksman. It meant the base pay, $30, and they adhered to that ruling right through. As I stated, I was advised informally that they intended to adhere to the ruling that "pay" meant the actual money received, so on September 3, in order to get a formal statement that that was their intention, we addressed another letter to the bureau.

The CHAIRMAN. Is this 1918?

Mr. RICHARDSON. Yes; 1918. In that letter we again presented our side of the question, stating that we thought the interpretation should be more liberal, and to this letter we received a reply from William C. DeLanoy, the director, in which he states:

If I may be permitted to say so, I doubt whether it is wise that persons who are to be made the subjects of vocational education should be first discharged from the Army and thereby deprived of their pay status.

I may state also that in submitting this question to the bureau I attempted to meet one of their objections. One of the objections that they made to interpreting the word "pay" as we desired was that it would make an excessive amount that would be due to the

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officer, in that they would have to pay the officer his last pay plus his allowances. I pointed out to the legal representatives of the bureau that by taking advantage of a certain section of their act this objection could be overcome. This section reads as follows:

In addition to the compensation above provided, the injured person shall be furnished by the United States such reasonable governmental medical, surgical, and hospital services, and with such supplies, including artificial limbs, trusses, and similar appliances as the director may determine to be useful and reasonably necessary—

I pointed out to the bureau that if they would interpret the word "supplies" liberally and commute it, they could pay to men placed in training their compensation plus the amount they determined necessary for supplies, and thus assure them enough to finance them through their period of training. I did not think the suggestion was very strong from a legal standpoint, but nevertheless I tried to overcome the objection that if they interpreted this word "pay" the way we wanted it that in some cases it would result in the payment of an excessive amount to some persons. The next paragraph of this letter refers to that:

So far as the powers of the Bureau of War Risk Insurance are concerned, article 3 of the war-risk insurance act specifies and limits the extent thereof. It goes without saying that the provisions of this act will continue to be liberally construed and as liberally administered. The amounts to be paid by way of compensation are scheduled in article 3 as amended June 25, 1918, and it goes without saying that no amount in excess of that so scheduled can lawfully be paid by this bureau. If, as you outline, these amounts are likely to prove insufficient, the fault lies in the plan of depriving these men of their pay status in the Army. Subdivision (3) of section 302 does not embrace and confers no authority to provide funds by way of additional compensation or as a substitute for pay. The word "supplies" appeared in the light of the illustrative phrase which follows it, can not by any possibility be construed to authorize the payment of moneys to the men by way of funds for support or as a substitute for pay.

So that was the final decision we got from the bureau.

The CHAIRMAN. What date is that?

Mr. RICHARDSON. This was September 6, 1918. They held that they could not increase the payment over the $30. That meant that the board, if anybody was to get vocational training, was required to supplement the payments made by the bureau. To accomplish this the board took advantage of the authority granted to it by section 4 of the vocational rehabilitation act. Section 4 provides:

That the board shall have the power and it shall be its duty * * * to pay, when in the discretion of the board such payment is necessary, expense of travel, lodging, subsistence, and other necessary expenses of such persons while following prescribed courses.

That provision was placed in the act in order that the board might, in special cases, be authorized to supplement the bureau's payments. It was felt at the time that the act was drafted that there might be some cases where, on account of grave disabilities, the amount payable under section 2 would be insufficient to finance the man during his period of training, and this provision was inserted to take care of those cases. The ruling of the bureau, however, which restricted its payments to $30 per month, required the board to take advantage of its authority to supplement the payments of the bureau in practically every case in training. The board therefore passed a regulation based upon the authority granted by the

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above section that all men in training should receive $65 per month, if single, and $75 per month if married, and that the board would supplement the payments made by the bureau to the extent necessary to insure these amounts. This regulation obviously required the board to establish a disbursing office to make the payments referred to and to duplicate to this extent the pay system of the bureau. In addition it imposed an exceedingly heavy burden upon the board's appropriation, which burden was never contemplated by Congress when the original act was passed.

And the same thing applies to-day with respect to appropriations. Of the $30,000,000 that the board will expend this year under the vocational rehabilitation act, $20,000,000 will be used in making payments for maintenance and support of trainers, an item never intended to be handled by the board. It means that $20,000,000 has been subtracted from the bureau's appropriation, and instead of being administered by the bureau has been turned over to the board, and is being administered by the board.

Of the $90,000,000 that we are asking for next year $60,000,000 will be used for support payments, which means that there has been a deduction of $60,000,000 from the bureau's appropriation, which $60,000,000 has been added to the board's appropriation of $30,000,000, and will be paid direct to the men trained by the board. In that way the scheme of rehabilitation, as originally conceived, has been changed, due primarily to the misinterpretation, as we view it, of the word "pay" in section 2.

The CHAIRMAN. I think there is no doubt but that your interpretation or construction of the law was in accordance with the intention of Congress, because we were very clear in our judgment that a soldier, while not discharged, who was receiving treatment in a hospital, did not only get his pay, but he had his allowances, I mean his support, and when we take him out of the hospital and train him the question was whether he should be discharged, or whether he should take that training still in the service, and we decided finally to discharge him. Now, it certainly did not mean that we were going to take away his allowances when he was discharged and put in training.

Mr. RICHARDSON. That was the view of the board.

The CHAIRMAN. That was the idea of Congress.

Mr. RICHARDSON. The next controversy—the one that resulted in the amendment to the vocational-rehabilitation act, was that which arose over the construction of the words "disabled under circumstances" as they appear in section 2. Section 2 provides that every person who was disabled under circumstances entitling him, after discharge from the military or naval forces of the United States, to compensation under article 3 of the war-risk insurance act, and who, after his discharge, in the opinion of the board, is unable to carry on a gainful occupation, shall be furnished by said board such courses of vocational rehabilitation as the board shall prescribe and provide.

Now, the differentiation between the board's view and the bureau's view on this proposition is as follows: The bureau interpreted the condition that the disabled man must have been disabled under circumstances entitling him to compensation under the war-risk

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insurance act to mean not only that the circumstances under which he was injured or diseased must have been such as to make him eligible for compensation but also that he must at the same time he was placed in training by the board actually be in receipt of compensation from the bureau. On the other hand, the board took the position that "disabled under circumstances entitling him to compensation" meant only that the circumstances under which the disability was incurred must be such as to entitle him to compensation, and was in no way dependent upon the actual receipt of compensation from the bureau.

That was the fundamental difference. In other words, the bureau says, "You can not train a man until he is actually receiving compensation from us; and if for any reason under our act that compensation is not due, then your training must cease." If the man recovered his health, it made no difference whether he had only gone two months on a possible eight months' course, if the bureau examined the man and found that he was not entitled to compensation, he must get out of training after he had been in it two months; and there were several other points that their ruling brought——

The CHAIRMAN. That would mean that you could not put a man in training until the compensability of the bureau had been established; and, secondly, whenever he had reached the point where compensation stopped the training also must stop.

Mr. RICHARDSON. Yes, sir.

The CHAIRMAN. That was not the idea of the law.

Mr. RICHARDSON. That question we fought back and forth continually.

Mr. BURROUGHS. Were there many such cases?

Mr. RICHARDSON. Wait until I read the record here. Finally I determined that there was a question of law here and one, therefore, that I could put up to the Attorney General. So I asked Dr. Prosser to have the board direct me to present this question to the Attorney General, which the board formally did, and then on May 19, 1919, I submitted the question to the Attorney General, and together with the letter submitting the question, I submitted this memorandum regarding the difficulties of administration now being experienced by the Federal Board for Vocational Education, on account of the present practice and procedure of the Bureau of War Risk Insurance, I will submit this to the committee so as not to take up the time of the committee.

The CHAIRMAN. We will be glad to have you make it a part of the record.

Mr. RICHARDSON. I will submit the official record in the case which consists of the submission to the Attorney General, a report of the difficulties of administration, a decision from the legal adviser of the board to the director as to the question at issue, also, the decision of the general council of the bureau to the director of war-risk insurance, and the board's answer to that.

The correspondence referred to is as follows:

MAY 19, 1919.

SIR: I have the honor to request an opinion upon the questions presented herein which involve the interpretation of the provisions of the vocational rehabilitation act approved June 27, 1918.

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This act is so drawn that the utmost cooperation must exist between the Bureau of War Risk Insurance and the Federal Board for Vocational Education in order that the scheme of rehabilitation provided by Congress may be properly administered and it is deemed advisable, therefore, in order that a procedure may be established acceptable both to the bureau and the board to present the following questions for your decision:

1. What are the conditions prescribed by section 2 that determine whether or not a person is "included in this section" and consequently included among those to whom it is the duty of the Federal Board for Vocational Education to furnish suitable courses of vocational rehabilitation, to be prescribed and provided by the board?

2. Are the conditions prescribed that must be met before any person is entitled to training the following:

(*a*) Disability must have been incurred under circumstances entitling the disabled man to compensation under article 3 of the war-risk insurance act.

(*b*) Vocational training in the opinion of the board must be necessary in order to assist him to overcome the handicap of his disability, and

(*c*) Vocational rehabilitation must be feasible.

3. Does the first condition depend upon the fact as to whether or not compensation is being actually paid to the man by the bureau at the time vocational training is commenced, and, if not, is not this condition affirmatively determined by the award of compensation to the man by the bureau?

4. In event compensation has once been awarded to a disabled soldier or marine by the Bureau of War Risk Insurance and the Federal Board for Vocational Education determines vocational rehabilitation is necessary and feasible, and the man actually enters training, is the Bureau of War Risk Insurance authorized to refuse payment of the compensation prescribed under section 2 to such a man during the period within which he is following a course of vocational rehabilitation prescribed and provided by the board?

In order to present to you the difficulties of administration now being experienced on account of the present ruling of the bureau, I am attaching hereto a memorandum in which the effect of these rulings upon the work of the board is set forth in considerable detail, together with the opinion of the legal advisor of the board with references thereto.

Very respectfully,

D. F. HOUSTON,
Chairman Federal Board for Vocational Education.

The ATTORNEY GENERAL,
Washington, D. C.

[Memorandum regarding the difficulties of administration now being experienced by the Federal Board for Vocational Education on account of the present practice of the Bureau of War Risk Insurance.]

Basing my statements on the practice and procedure of the bureau as disclosed by cases already acted upon by it, the bureau holds that a disabled man is not eligible for training by the Federal board unless he is actually receiving compensation from the bureau at the time vocational training is commenced, and that during the period of training disabled men are still being paid under article 3 of the war-risk insurance act, these payments being increased to the extent prescribed by section 2 of the vocational rehabilitation act. Furthermore, the bureau holds that it may at any time, for reasons satisfactory to itself, discontinue the payment of compensation in any case and thus terminate the training of any man before the completion of the course prescribed by the board.

The first of these rulings is, first, to deny to the board the power to furnish needed training not only to disabled men who have contracted disease in the service, such as tuberculosis, rheumatism, etc., but also to the men who have suffered the most severe injuries, such as the loss of arms and legs; and, second, to render it impossible for the board in prescribing courses of rehabilitation to assure disabled men that compensation will be paid to them as provided by the vocational rehabilitation act during their period of training.

1. How the ruling that no disabled man is entitled to training unless he is receiving compensation from the bureau will result in the denial of training in needy cases.

The payment of compensation by the bureau under article 3 is dependent in certain cases, such as in the case of men suffering from tuberculosis, rheuma-

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tism, myocarditis, etc., upon the fact as to whether or not the disabled man has suffered a reduction in his earning capacity, which fact is now being ascertained, not by the consideration of the effect of the particular disability upon a normal man, but by a comparison of the prewar wage of the particular soldier with his present earnings. A disabled man, therefore, suffering from diseases of the character will be denied needed training, if prior to the commencement of his course he has, in order to support himself and family, been forced to accept a position the wages of which, perchance, are within 10 per cent of his prewar earnings.

In passing upon the question as to the extent to which a disability has impaired wage earning, no recognition is made by the bureau of the decreased purchasing power of the dollar wage of 1919 as compared with that of 1914, nor does the bureau consider the fact that with the hundreds of thousands of men across the seas, labor in certain lines is short and disabled men are able to earn a wage which is deceiving from the standpoint of what they will be able to earn permanently.

Furthermore, in the majority of these cases, the positions which these disabled men are forced to accept are unsuitable for their disabilities, will in many cases in a very short time render them absolutely unemployable, and at best can be of short duration. Yet, as compensation has been discontinued by the bureau, the Federal board is powerless to perform the duty imposed upon it by Congress and furnish to these men needed vocational training, because the bureau has and will refuse to pay compensation to them while following the courses prescribed.

The following comment of one of our field agents, who is in immediate contact with disabled men, sets forth in striking fashion the practical effect of this ruling:

"It has come to our attention repeatedly, that when men come into this office and make application for compensation, many of them are without money and must have some sort of work to support themselves to keep them alive until such time as they may be able to take training under the Federal rehabilitation act.

"If a man is ambitious and capable and desirous of improving himself, we get him a temporary position which will take care of him until such time as his compensation is received and consequent reeducation provided. As soon as we secure him a temporary position (which is in reality a charity job and will not last longer than the period of patriotic charity) the war-risk insurance writes him, asking him what he is doing and what wages he is receiving, and if he is working then his compensation, and therefore his retraining, is refused him. On the other hand, if a man is lazy and expects the Government to support him and refuses to accept any work, the War Risk Insurance Bureau writes him, and as he is not receiving any pay, he is granted compensation and retraining.

"Now, it seems to us that this is unfair and unjust, in the first place, and, in the second place, it puts a premium upon laziness and indifference.

"This we consider to be directly in opposition to the general plan of the rehabilitation of soldiers, and we request that some adjustment be made on this problem, so that a man who is disabled, as proved by his medical examination, may receive the benefits of the compensation and rehabilitation act, regardless of the fact that through his own ambition and ability he may be able to capitalize as he can upon the patriotic sentiment of the time.

"We vigorously protest against this method of handling the compensation act and request some advice from you as to how to deal with the matter. Shall we advise men not to go to work or shall we attempt to assist men to get temporary employment until such time as compensation and retraining is provided?"

The above describes the effect of the bureau's ruling in cases where the injuries suffered have not resulted in the loss of a limb or the function of a part, and compensation consequently is dependent upon earning capacity. The evil result of the ruling, however, is not restricted to the denial of training in such cases but extends even to cases where the injury suffered is the loss of an arm or a leg or some other extremely serious disability.

Paragraph 2 of section 313 of article 3 of the war-risk insurance act prescribes that any money realized or collected as damages by a disabled man, who has been injured under circumstances creating a legal liability upon some person other than the United States or the enemy, shall be credited upon any

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future compensation which may become payable to him. A man, therefore, who has, for example, lost both legs under these circumstances will be paid no compensation by the bureau until the money received by him as damages has equalled the compensation that would be otherwise payable to him; the period of delay depending upon the seriousness of the disability which, of course, will govern the amount of damages received.

The case of Samuel L. Woodson is directly in point. Woodson fell from a passenger train and the car wheel ran over his foot, resulting in the amputation of his right foot above the ankle. Compensation was awarded to him in the amount of $48.75 per month, and the Federal Board arranged for him a course of vocational training in typewriting repair work with the Remington Typewriter Co., at Ilion, N. Y. On January 6 Woodson entered training, and the Bureau of War Risk Insurance was advised of this fact on a form prepared for the purpose and requested to forward to him during his period of training the compensation prescribed by section 2 of the vocational rehibilitation act. No response having been obtained from the bureau to this request, and Woodson having reported that no compensation was being paid him, the case was again taken up with the bureau, and on March 13, Form 107, which is the form advising the bureau of the commencement of course, was returned to the board, with the following statement:

"I would advise that the records of this bureau disclose that under date of August 16, 1918, an award for compensation in the sum of $48.85 per month, commencing as of June 15, 1921, was made to Mr. Samuel L. Woodson, 2719 West Market Street, Louisville, Ky. Mr. Woodson will receive no payments until June 15, 1921. If any payments have been made to him, they have been made in error. This is because of the fact that he elected to retain the amount received for damages on account of injury by a third party. Had he returned to this bureau the amount that he had received for such damages, his award would have begun the day after the date of his discharge."

Upon the receipt of this communication Form 107 was returned with the following letter:

"There is transmitted herewith Form 107, which was returned by you in this case with the statement that this man, although compensable, is not entitled to payments under article 3 of the war-risk insurance act until sometime in the future.

"The fact that a man undergoing training, although compensable, is not entitled to payments under article 3 is not sufficient grounds, in my judgment, to deny him the compensation prescribed by section 2 of the vocational-rehabilitation act during his period of training.

"Were this man not undergoing training he manifestly would be entitled to only such payments as are properly payable to him under article 3, but once having elected to follow a course prescribed and provided by this board, in my opinion, he is no longer subject to the provisions of article 3, and his status, therefore, during his period of training is to be determined absolutely by the provisions of the vocational-rehabilitation act. You are therefore requested to examine this form and approve the same if the payments therein referred to to be made by your bureau are correct."

In reply to this communication the bureau responded as follows:

"This will acknowledge receipt of your memorandum of the 29th ultimo, with which you again forward From. 107 covering the case of Mr. Samuel L. Woodson. In this connection I am again returning the Form 107 unapproved, for the reason that it appears that this claimant was injured by a third person, and no compensation is payable to him unless he assigns his claim to this bureau or repays the amount of settlement which has already been made by him.

"In this case Mr. Woodson has not repaid to the bureau the amount he received on account of injury sustained, and therefore no compensation will be paid to him until a sufficient time has elapsed, so that payments which would have been made to him would equal the sum he has received from the third party. It will be necessary for the claimant to comply with this condition before it will be possible to pay compensation to him."

The mere statement of this case shows the injustice being done to this man by the bureau's ruling. Unquestionably it was the intent of Congress to furnish training to such cases. Yet the bureau makes it impossible by its refusal to pay compensation during the period of training for the board to carry out the purpose of Congress in this respect. Woodson has been in training

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since January 6, supported by funds obtained from private sources, and his case will be carried to completion, if necessary, by funds obtained from these sources. This office, however, can not too strongly protest against a ruling of the bureau that makes necessary the training of disabled soldiers and sailors from private funds, and especially so since Congress has by legislation adequately provided for such training.

11. How the ruling of the bureau that it may at any time discontinue the payment of compensation under section 2 may in effect terminate the training of disabled men prior to the completion of course, and thus render it impossible for the Federal board to perform its duty of prescribing and providing courses, which duty the Congress has imposed upon it.

In providing for the vocational rehabilitation of disabled men Congress was aware that some provision must be made for the support of these men during their period of training, and for this reason provided that any man who elected to follow a course of training prescribed and provided by the Federal Board for Vocational Education should receive during his period of training the compensation set forth not by article 3 of the war-risk insurance act but by section 2 of the vocational-rehabilitation act. This change in compensation was made necessary in order to effect the desire of Congress that every man undergoing training should receive during his period of training the same support and maintenance, both of himself and his dependents, as was furnished during his period of active service. The Bureau of War Risk Insurance, by refusing to pay this compensation, strikes at the very vitals of the scheme of rehabilitation as outlined by Congress, and although it does not directly interfere with the performance of the duty of the Federal board in prescribing vocational training, it does so indirectly, as obviously the Federal board will be unable to train disabled men if it is unable to assure to these men maintenance and support during the period within which they are pursuing the training provided by the board.

Acting under the duty and responsibility placed upon it by the Congress, the board prescribes courses of instruction for the disabled men who need it as their way back to civil life. Great care is taken in determining the course to be pursued and in prescribing the period of training necessary in order that the disabled man may be able to compete with a normal man when training is finished. It will be readily seen that any interference with the length of these courses by the War Risk Insurance Bureau—which in the very nature of things is not in a position to pass upon the question of the training to be given, and which, furthermore, has not been charged by the law with this responsibility—will seriously interfere with the work of the board in providing proper training. The discontinuance of a course of training prescribed for a period of six months, for instance, at the end of two months, will occasion a waste of the time and effort of the disabled man, on the one side, and a dissipation of Government money on the other, and can only result in serious criticism of the scheme of rehabilitation as provided by Congress.

The War Risk Insurance Bureau, in the procedure now being followed by it, has failed to recognize that a man under training is being dealt with under the rehabilitation act and not under the war-risk insurance act, and therefore assumes that the payment of compensation to such a man is subject to the conditions of the latter. Such obviously was not the intent of Congress when it enacted this statute, as section 2 specifically prescribes that no compensation is to be paid to men under article 3 of the war-risk insurance act for the period during which any person is following a course of vocational rehabilitation.

The Federal board, in administering the provisions of the rehabilitation act, has followed the procedure of awaiting in every case the bureau's determination as to whether disabilities were incurred as provided by the section, this procedure being adopted in order that there might be no controversy with respect to this fact and, further, in the belief that under it men placed in training would receive promptly the pay due them from the bureau. When, however, a determination has once been made and compensation awarded by the bureau, this award has been accepted by the board as affirmatively establishing the fact that the disability was incurred under the circumstances prescribed, and the board has proceeded to place men in training provided it, in its judgment, deems training necessary and feasible.

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MAY 17, 1919.

From: D. J. Richardson, legal adviser.
To: Dr. C. A. Prosser, Director Federal Board for Vocational Education.
In re: Rulings of the bureau involving construction of the vocational rehabilitation act.

Receipt is acknowledged of your communication requesting my opinion in respect to the rulings of the Bureau of War Risk Insurance as set forth in your memorandum attached thereto.

The first ruling of the bureau, as presented by you, is that it holds that a disabled man is not eligible for training by the Federal board unless he is actually receiving compensation from the bureau at the time vocational training is commenced. Section 2 of the vocational rehabilitation act provides in part as follows:

"That every person who was disabled under circumstances entitling him after discharge from the military or naval forces of the United States to compensation under article 3 of the (war risk) act and who, after his discharge, in the opinion of the board, is unable to carry on a gainful occupation, to resume his former occupation, or to enter upon some other occupation, or having resumed or entered upon such occupation, is unable to continue the same successfully, shall be furnished by the said board, where vocational rehabilitation is feasible, such course of vocational rehabilitation as the board shall prescribe and provide."

Three conditions are prescribed by the above section as prerequisites to the training of any disabled soldier, sailor, or marine. First, the disability must have been incurred under circumstances entitling him to compensation under article 3 of the war-risk insurance act; second, vocational training, in the opinion of the board, must be necessary in order to enable him to return to gainful employment; and third, vocational rehabilitation must be feasible.

The first condition depends upon the circumstances under which the disability was incurred, and not, as contended by the bureau, upon the fact as to whether compensation is being actually paid to the man. Nowhere in the act is it prescribed that the disabled man, in order to be eligible for vocational training, shall be in actual receipt of compensation by the bureau at the time training is commenced. Had Congress intended to impose this condition, it could have easily so provided by declaring that every person receiving compensation from the bureau and meeting the other conditions of the act should be furnished with vocational training. It has not so provided, however, but has based this condition, not upon the payment of compensation but upon the circumstances under which the disability was incurred. In construing statutes, full force and effect must be accorded to the language employed and every word, clause, and sentence must, if possible, be given some effect. The bureau, in its ruling, has failed absolutely to give any consideration to the words "disabled under circumstances," which appear in the clause imposing the first condition.

Congress, when enacting this statute, was fully advised of the provisions of article 3 of the war-risk insurance act and used the language employed for the purpose of directing the board to furnish training, when needed, to men suffering from diseases contracted in the service and to men injured under circumstances similar to those referred to in the Woodson case reported in your memorandum. The purpose of the statute obviously is to furnish such training to disabled men as may be necessary to overcome the handicap of their disabilities and any construction that defeats this purpose is manifestly contrary to the intents of the Congress. In my judgment, therefore, the first ruling of the bureau, as presented by you, is not in accordance with the provisions of the vocational rehabilitation act and completely overlooks the intent and purpose of Congress in enacting the statute.

The second point referred to in your communication is the ruling of the bureau that during the period of training men are still being paid under article 3 of the war-risk insurance act and that consequently they are, during such time, subject to the provisions of that

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article and the bureau may, therefore, for reasons deemed satisfactory to it, discontinue payments and thus terminate training at any time.

In my judgment, men undergoing training are not paid under article 3 of the war-risk insurance act. Section 2 of the vocational rehabilitation act prescribes that "every person electing to follow such a course of vocational rehabilitation shall, while following the same, receive monthly compensation equal to the amount of his monthly pay for the last month of his active service, or equal to the amount to which he would be entitled under article 3 of said act, which ever amount is the greater."

By this provision Congress, in my judgment, merely intended to assure to the man payments adequate to support himself during his period of training and the reference to article 3 is made solely for the purpose of determining the sum to be paid. If the pay for the last month of active service in the Army or Navy was greater than the compensation payable under article 3—as would be the case when the disabled man was an officer—Congress has provided that the pay for the last month of active service shall be the sum paid to the man during training. On the other hand, if the amount payable under article 3 is greater than the pay for the last month of active service, as, for instance, in the case of a private with a number of dependents, it has provided that the amount payable under article 3 is the sum that determines the remuneration to be paid during training. With this exception, the monthly compensation payable to men undergoing training has no relation whatsoever to the compensation paid to them under article 3 and is not, as contended by the bureau, an increase of the compensation payable under this article to the extent prescribed by section 2. As a matter of fact, the last sentence of section 2 in terms prohibits payment of compensation under article 3 to men in training, as it provides that no compensation under article 3 of said act shall be paid for the period during which any person is furnished by said board a course of vocational rehabilitation.

Were it not for the fact that the vocational rehabilitation act makes available the military and naval compensation appropriation for the payment of men in training, the bureau would have no jurisdiction whatsoever over payments in training cases. Congress, however, by making available this appropriation, has neither directly or indirectly authorized the bureau to discontinue or withhold payments, but has merely imposed upon it the ministerial duty of paying promptly and regularly the pay prescribed by section 2. The only branch of the Government empowered to discontinue or withhold payments is the Federal board, which organization is authorized by the first proviso of the section, for disciplinary reasons, to withhold or reduce compensation by certifying to the bureau the amount to be withheld. Except for this proviso, there is nothing in the statute that authorizes the bureau or any other branch of the Government to stop payments to men while following courses prescribed and provided by the board, and any practice or ruling of the bureau that appropriates this power is unwarranted and not in accordance with the provisions of the statute.

Furthermore, the assumption of such power is in effect to deny to the board the power to prescribe courses of vocational rehabilitation, which duty is specifically imposed by the following provision of section 2:

"The board shall have power, and it shall be its duty, to furnish the persons included in this section suitable courses of vocational rehabilitation to be prescribed and provided by the board."

The word "prescribe" has a well-defined legal meaning, denoting "to set down authoritatively; to order; to direct; to dictate; to appoint." Congress,

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therefore, in granting to the board the power and in placing upon it the duty to prescribe the courses of vocational rehabilitation to be pursued by disabled men has vested in it exclusively the power and authority to order and appoint the courses to be followed. This authority manifestly includes not only the decision as to the particular course to be followed, but also the determination of the length of such course, and the assumption by the bureau of the right to determine courses, as it in effect does when it discontinues payment to a man undergoing training, is accordingly, in my judgment, without legal justification.

In view of the foregoing, therefore, it is my opinion that the rulings of the bureau, as stated by your memorandum, are inconsistent with the provisions of the rehabilitation act. However, as the interpretation of the provisions of this law affects the jurisdiction and rights of the Treasury Department and the Federal board, it is suggested that the bureau's rulings be presented to the Attorney General for his opinion, as his decision upon the questions involved is alone binding upon all the executive branches of the Government.

D. J. RICHARDSON, *Legal Adviser.*

BUREAU OF WAR RISK INSURANCE,
OFFICE OF THE GENERAL COUNSEL,
May 23, 1919

From: The general counsel.
To: The Director.
Subject: Payments to be made under section 2 of the vocational rehabilitation act.

Complying with your request, I make the following statement of the position taken by the Bureau of War Risk Insurance as to the proper construction of section 2 of the vocational rehabilitation act, in so far as it imposes upon the Bureau of War Risk Insurance an obligation to make payments to persons selected by the Federal Board for Vocational Education to receive courses of vocational rehabilitation:

1. The Bureau of War Risk Insurance desires and is ready to cooperate with the Federal board to the fullest possible extent in carrying out the purpose of the vocational rehabilitation act, which it conceives to be the vocational rehabilitation of those persons who, in line of duty in the military or naval service of the United States and not through willful misconduct, have suffered specific injuries of a permanent nature, reducing their earning capacity at least 10 per cent. For the purpose of making such cooperation effective, the bureau will gladly make such arrangements, within the scope of its authority under the law, as may be found, upon conference with the Federal board, best suited to enable that board to perform the task imposed upon it by the vocational rehabilitation act; but it can not make payments not authorized by law.

2. It is to be borne in mind that there is and can be no controversy as to the right of the Federal board to select for vocational training any person who has been injured under circumstances entitling him to receive compensation when his injury is specific and of a permanent nature, or of the obligation of the bureau to make payment of compensation to such person in accordance with the provisions of section 2 of the vocational rehabilitation act, so long as his course continues, irrespective of his actual earnings. The controversy that does exist, when reduced to its simplest form, relates only to cases of temporary disability in which the right of the bureau to pay compensation under article 3 of the war-risk insurance act has terminated because of the soldier's recovery from such temporary disability. The questions at issue may be thus formulated:

(*a*) In case the Federal board selects for vocational training a person once awarded compensation for temporary disability, but at the time of selection no longer receiving such compensation because of recovery from the disability, is the bureau authorized by law to make payments of compensation under section 2 of the vocational rehabilitation act?

(*b*) In case a person who has been selected for vocational training while receiving compensation for temporary disability recovers from such disability, is the bureau authorized to continue payments to him after such recovery by reason of the fact that he has entered upon a course of vocational training?

3. The bureau has answered both of these questions in the negative, while the Federal board insists that affirmative answers should be given. In both cases the Federal board contends that the bureau is not authorized to discon-

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tinue or withhold payments, but has merely imposed upon it the administrative duty of paying promptly and regularly the pay prescribed by section 2 of the vocational rehabilitation act. But more bluntly, the Federal board contends that the bureau is merely paymaster at the order of the board, without voice or discretion as to expenditures on this account from the appropriation granted by the Congress for the purpose of paying compensation awarded under article 3 of the war-risk insurance act, and for the proper expenditure of which the Bureau of War Risk Insurance is accountable. If this view is in accordance with the intent of the Congress, it is difficult to understand why the vocational rehabilitation act did not carry its own appropriation. No reason has been suggested that would have induced the Congress to impose on the bureau the clerical duty of writing checks for the Federal board. The inference seems fairly plain that the Congress intended the bureau to pay compensation in all cases under the conditions imposed by article 3 of the war-risk insurance act, but in the case of men undergoing vocational training in an amount fixed by section 2 of the vocational rehabilitation act.

4. The contention of the Federal board is based upon what appears to the bureau to be an unduly narrow construction of the first paragraph of section 2 of the Vocational Rehabilitation Act, which reads as follows:

"That every person who is disabled under circumstances entitling him after discharge from the military or naval forces of the United States, to compensation under article 3 of the (war-risk insurance) act, and who, after his discharge, in the opinion of the board, is unable to carry on a gainful occupation, to resume his former occupation, or to enter upon some other occupation is unable to continue the same successfully, shall be furnished by the said board, where vocational rehabilitation is feasible, such course of vocational rehabilitation as the board shall prescribe and provide."

The Federal board, in construing the provision above quoted, rightly concludes that any person is entitled to training upon the three conditions set forth in the second question submitted to the Attorney General as follows:

"(*a*) Disability must have been incurred under circumstances entitling the disabled man to compensation under article 3 of the war-risk insurance act.

"(*b*) Vocational training in the opinion of the board must be necessary in order to assist him to overcome the handicap of his disability, and

"(*c*) Vocational rehabilitation must be feasible."

The board then proceeds to conclude that the first condition is affirmatively determined by the mere fact that the bureau has made to the man an award of compensation, even though such compensation is not being actually paid at the time of his selection for vocational training, that is to say, even though the award previously made has been discontinued.

The conclusion that the first condition above set forth is satisfied if once an award has been made, irrespective of its continuance, rests upon the theory that the circumstances under which the disability was incurred constitute the determining factor, and not the fact of the man's being entitled to receive compensation under article 3 of the war-risk insurance act. The language of the act does not specifically indicate as of what time the question whether the man is entitled to receive compensation is to be determined, further than that he must be entitled after discharge. The construction adopted by the board requires that the indication of time must be interpolated as follows:

"That every person who was disabled under circumstances entitling him (at any time) after discharge * * * to compensation," etc.

The bureau, on the other hand, thinks the true meaning of the language is brought out by the following interpolation:

"That every person who was disabled under circumstances entitling him after discharge * * * (and at the time of selection) to compensation," etc.

The board insists that the condition is based upon the circumstances under which the disability was incurred, whereas the bureau is of the opinion that the condition is based upon the man's right to receive compensation under article 3 of the war-risk insurance act by reason of the fact that he has been disabled under circumstances entitling him to such compensation. The reasoning of the board, if carried to its logical conclusion, would require it to hold that if the circumstances under which the disability was incurred corresponded with the requirements of the statute, namely, in line of duty and not on account of willful misconduct, the man would be after discharge a fit subject for selection for vocational training wholly without reference to any award made or compensation actually paid by the bureau.

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If the circumstances under which the man was disabled are determinative, without reference to an award or payment of compensation by the bureau, there would seem to be no reason why the board should not pass originally upon those circumstances and select men for vocational training, merely ordering the bureau to make payments in accordance with its findings. If, however, the board concludes, as it seems to have done, that it is for the bureau in the first place to determine whether the man is compensable, it is a little difficult to understand why it should not be permitted to pass upon his compensability when ordered by the board to pay the monthly compensation defined in section 2 of the vocational rehabilitation act.

5. The Federal board further contends that if a person, while receiving compensation under an award made by the Bureau of War Risk Insurance, is selected for a course of vocational training, the bureau must continue to make payments to him in accordance with the provisions of section 2 of the vocational rehabilitation act, so long as such course continues without reference to the continuance of the disability upon which the award was based, thus answering in the negative the fourth of the questions submitted to the Attorney General. The correctness of this contention depends upon the nature of the payment made under section 2 of the vocational rehabilitation act. The bureau is of opinion that the vocational rehabilitation act merely increases the amount of compensation to those compensable disabled persons who are following a course of vocational training prescribed by the Federal board, but it does not change the nature of the compensation payment or dispense with the fundamental requisites justifying the award and continuance of compensation as stated in article 3 of the war-risk insurance act. The vocational rehabilitation act provides that a person accepted for training by the Federal board who follows the course of training prescribed by the board "shall, while following the same, receive monthly compensation equal to the amount of his monthly pay for the last month of his active service, or equal to the amount to which he would be entitled under article 3 of said (war-risk insurance) act, whichever amount is greater."

The amount of "monthly compensation" payable to persons entitled to disability compensation under the war-risk insurance acts is fixed by section 302 of that act. Under the provisions of the vocational rehabilitation act some of those compensable persons undergoing vocational training will be entitled to a large "monthly compensation" than the terms of article 3 of the war-risk insurance act provide for them; but the payment which is to be made to persons undergoing such training, like the payment which is to be made to compensable persons not undergoing such training is the "monthly compensation" which is payable under article 3 of the war-risk insurance act to persons compensable under that article "if and while the disability" continues. Further clear evidence that the "monthly compensation" payable under section 2 of the vocational rehabilitation act is an alternative form of the "monthly compensation" payable under the war-risk insurance act, differing only in amount and not in nature, is found in the last sentence of section 2 of the former act:

"No compensation under article 3 of said act shall be paid for the period during which any such person is furnished by said board a course of vocational rehabilitation except as is hereinbefore provided."

Therefore, in the opinion of the bureau, the authority to make payments of the "monthly compensation" under section 2 of the vocational rehabilitation act is subject to exactly the same conditions and restrictions as the authority to pay the "monthly compensation" provided under article 3 of the war-risk insurance act. Hence it has no authority to continue payments to persons undergoing vocational training after they have recovered from the temporary disability which was the basis of the award previously made.

6. It is submitted that the construction placed by this bureau upon section 2 of the vocational rehabilitation act does not materially restrict the efforts of the Federal board in carrying out the great and significant task imposed upon it by the Congress. It will prevent the Federal board from drawing upon the military and naval purpose of providing education at the public expense for persons who either never were or are no longer compensable under the war-risk insurance act, but I can not believe that the Federal board would select for vocational training persons whom it did not think to be compensable at the time of selection. The case of Raymond L. Hayes, set forth in a memorandum attached hereto, is believed to be extreme rather than typical. Most of the difficulties of administration experienced by the Federal board in its

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relations with the bureau are due not so much to the bureau's construction of the law as to findings of fact in applying that construction. The difficulties complained of for the most part involve cases falling into five classes:

(*a*) Where the bureau has cut off awards made to tubercular patients because of the arrest of the disease and restoration of earning capacity.

(*b*) The cutting off of awards made for temporary disability not due to specific injuries of a permanent nature where the bureau has found that the beneficiary has been restored to his original earning capacity.

(*c*) Where earnings received by a person in "replacement training" as an apprentice have been considered in estimating the reduction of his earning capacity due to the injury for which he has been awarded compensation.

(*d*) Where persons selected for vocational training, while receiving compensation for temporary disability, have been disturbed and their training thus interfered with by the bureau's requirement of monthly reports as to condition and health.

(*e*) Where persons have suffered specific injuries of a permanent nature clearly entitling them to compensation, but are denied by the bureau present payments of compensation because they have received by way of damages from the person inflicting the injury a sum of money which, under the provisions of section 313 of the war-risk insurance act, must be credited upon compensation otherwise payable, with the result that such payments are deferred until such credit has been exhausted.

In regard to all of these cases, the bureau stands ready, in conference with the Federal board, to make such arrangements and such changes in its practice, so far as they are possible within the law, as will be most helpful to the Federal board. Thus, with regard to class (*a*) above, the bureau has ready in tentative form a Treasury decision by which tuberculosis may in any case be declared a specific injury of a permanent nature and given a rating in accordance with its severity as any other specific injury. Such regulation will give to the Federal board unhampered opportunity to train vocationally all tuberculars whose disabilities are rated at 10 per cent or more.

So, in the class of cases mentioned under (*b*) above, it is probable that the dissatisfaction grows out of the belief that the bureau's decision that the earning capacity of the patient is no longer impaired is erroneous as a matter of fact. The situation should easily be cured by cooperative understanding.

Again, with regard to the cases mentioned under (*c*) above, the bureau has already reached the conclusion that apprentice earnings should not be considered in these cases and is ready to propose to the Secretary of the Treasury a ruling to that effect.

In the cases mentioned under (*d*) above it is believed that much of the embarrassment experienced by the board may be removed through an arrangement whereby the monthly examinations ordinarily required by the bureau may in such cases be suspended for a reasonable time.

In the last class of cases mentioned there has as yet arisen only one, that of Samuel L. Woodson, set forth extensively in the memorandum accompanying the Federal board's submission to the Attorney General, although there are in the bureau two other cases in which awards of compensation have been deferred because of the failure of the disabled person to pay over to the United States the amount of a settlement obtained as damages. There can be no question but that under section 313 of the war-risk insurance act the bureau is required to credit the amount of such settlement upon the claim for compensation, and a reasonable regard for the interests of the United States would require that the payments of compensation should be deferred until the amount of payments that would accrue should equal the amount of settlement retained. It would, however, seem to be proper that the bureau should make an arrangement with the Federal board whereby, in such cases, the bureau should withhold on account of the retained settlement only so much of the monthly payment as would be payable in case the disabled man were not under vocational training and pay over to him any difference that might exist between such amount and the total sum that would become payable under section 2 of the vocational rehabilitation act. Such arrangement has been carefully considered in the bureau and would probably be made, if desired, by the Federal board.

WILLIAM R. VANCE, *General Counsel.*

MAY 28, 1919.

SIR: There has just been brought to my attention a memorandum prepared by the general counsel of the Bureau of War Risk Insurance to the director of that bureau which, I understand, has been submitted to you in connection with the

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request for an interpretation of the provisions of section 2 of the vocational rehabilitation act forwarded by this board some time ago. In this memorandum several statements are made with regard to the effect of the bureau's rulings upon the work of this board, and on page 5 it is stated:

"The construction placed by this bureau upon section 2 of the vocational rehabilitation act does not materially restrict the efforts of the Federal board in carrying out the great and significant task imposed upon it by the Congress."

I am unwilling to permit this statement to stand unchallenged, and for this reason am constrained to submit the following in answer thereto:

In the first place, the bureau differentiates between persons suffering from specific disabilities and those suffering from temporary disabilities, whereas there is nothing in the vocational rehabilitation act that differentiates between disabilities, the board being charged with the duty of training all men suffering from occupational handicaps. The reason for this is obvious; a man suffering from a so-called temporary disability, which is interpreted by the bureau to include every disability other than dismemberments, may be disabled from an occupational standpoint to as great a degree, if not greater, than a person suffering from a specific disability.

For your information I desire to draw to your attention the following cases in which the bureau has refused to make payments because of the fact that the men in question at the time of commencing courses were not disabled, when viewed from a physical standpoint, to a degree of 10 per cent or more. These cases are current, the persons mentioned are pursuing courses, and their cases are to-day being brought to the attention of the bureau in the hope that it will reverse its decision and make the payments prescribed by section 2:

The first case is that of John Cecotti, who, because of a shrapnel injury received at Verdun Sector, France, is unable to use the index finger of his left hand, a serious occupational handicap. This man upon the date of his discharge was reported by the Army authorities to be disabled to a degree of 25 per cent. Notwithstanding this fact the bureau has refused to make payments to him during training.

In the case of Harry R. Reid the disability was incurred at Belleau Woods, France, by high explosive shrapnel and resulted in paralysis of the left thumb. The Army authorities reported the injury to have resulted in disability to a degree of 15 per cent. Notwithstanding this fact, the bureau has refused to carry this man under section 2, on the ground that he is not disabled to the extent necessary to entitle him to training.

In the case of John J. Landy the disability was incurred at Argonne, France, by a gunshot wound on the left foot, which caused stiffness of the foot and loss of one toe. The previous occupation of this man was that of salesman, requiring constant standing. Notwithstanding this fact, the bureau has ruled that Mr. Landy was not entitled to training because he is not physically disabled 10 per cent or more.

In the following cases the board has been obliged to deny training because of the refusal of the bureau to make payments:

A man who has been a candy salesman prior to enlistment received a gunshot wound of the upper arm, injuring the nerve. The function of the arm was fairly good, but the strength of the grip was slightly impaired. This man traveled from store to store in a machine, and carried very heavy cases with him. It was not possible for him to make his usual round of stores, carrying the heavy cases in and out of each store, and he was obliged to hire a boy to do this work for him. The board proposed giving him a course in business administration and salesmanship, which would place him in a position to take charge of a small selling force.

A man who has been a clarionet player prior to his entering the service was kicked in the face by a mule. The accident knocked out three teeth and paralyzed his upper lip, resulting in 100 per cent occupational disability. Training, however, was denied because of the bureau's ruling that the physical disability was less than 10 per cent.

A man who had been a shoe worker, operating a heeling machine fractured his arm in the service. This arm was set in such a manner that full extension was not possible. The union was good and the strength good. The operation of a heeling machine depends largely on the speed and full use of both arms and both legs. The work is entirely piecework. This man earned $30 a week before the war. He was actually placed on his old machine and could not earn more than $12 a week. On account of his awkwardness, due to the defective arm, he caught his fingers in the machine, which necessitated an amputation

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of two fingers. He is now completely disabled for his old job, and must be trained for a new occupation.

A man whose occupation was that of a catcher in a rolling mill incurred a disability which necessitated the amputation of the lower joint of the middle finger of the right hand and resulted in stiffening and shortening the finger. The bureau refused to approve training in this case on the ground that the physical disability was less than 10 per cent, notwithstanding the fact that the occupational disability was total.

A man who had been a painter had his skull fractured. The only results of this injury were headaches and dizzy spells. The fumes of paint aggravated his dizzy spells and rendered it impossible for him to return to his former occupation, as he would have these spells when working at great heights. His occupational disability is total and he must be trained for a new job.

A boy who had been a telephone operator received a bullet wound of the upper forearm. The injury was a flesh wound, resulting in no limitation of motion and only partial loss of strength. On return to his old job he could not make the speed which he formerly did. He was placed in competition with girls who were much faster. Before receiving this injury he was able to compete on normal terms with these girls. He can not hold a job at present, and must be trained for another occupation.

A man who had been a grocery clerk had the tip of the index finger of his left hand amputated. The operation was faulty, leaving a nerve exposed near the surface. The man really had nothing but a sore finger and was declared not compensable. His work consisted of selling groceries in one of a chain of stores. Proficiency in his work involves clever manipulation of packages and ability to tie up odd-shaped bundles rapidly. He could not do this and was unable to hold a job. The board proposed training in commercial work and bookkeeping, which would enable him to become manager of a small store.

A railroad mail clerk received a gunshot wound of the calf of the leg. The injury was only a flesh wound and did not interfere with walking. On return to his former occupation the strain of carrying bundles and the lurching of the train made it impossible for him to carry on. The board proposed training in commercial work to prepare him to take the civil-service examinations for a position in the post office.

A blacksmith had the tip of his left index finger amputated. He found on return to his former work that he was handicapped in holding the tongs. He has now changed, and he is holding the tongs with his right hand and using the hammer with the left. He is obliged to build up an entirely new set of habits, and it is doubtful whether he will ever obtain his former productive efficiency. The board proposed to offer this man special training, making him a tool dresser.

An electrician received a gunshot wound of the shoulder, resulting in a limitation of the movements of the right arm, above the level of the shoulder. This limitation of movement is very slight and would not handicap the average man. As a house wireman this man had to use the overhead movements constantly, and he is completely disabled for his old job. The board proposed to offer this man specialized training in electrical bench work.

These cases are typical, and many of similar character could be cited.

In view of the facts as above presented, the statement of the general counsel that the bureau's construction does not materially restrict the efforts of the board is not understood. As a matter of fact, the bureau's rulings are not only greatly restricting the board in its work of rehabilitating disabled men, but are in direct conflict with the intent and purpose of Congress as expressed in the vocational rehabilitation act.

The bureau in handling training cases, by refusing payments to those cases which in their judgment are not entitled thereto, in effect assumes the right of reviewing the action of the Federal board with respect to the need for training of disabled men provided with courses. This is in direct conflict with the provisions of the vocational rehabilitation act, as Congress has placed upon the board, and not upon the bureau, the duty of determining whether or not training is necessary. If, as seems to be the contention of the bureau, the board in its administration of the act is prescribing and providing training to persons not entitled thereto, the remedy of the bureau is to report this fact to Congress for correction and not, it is submitted, to withhold payments to men who have been provided courses and who have accepted training in good faith, relying upon the promise of Congress that they will be afforded the training necessary to overcome the handicaps incurred by them in the service.

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The only justification that the bureau advances for denying payments is that Congress could not have intended "the bureau to act merely as paymaster at the order of the board without voice or discretion as to the expenditures to be made from the appropriations granted by Congress for the purpose of paying compensation under article 3 of the war-risk insurance act." The answer to this justification is obvious. Congress did so intend and has so provided in the rehabilitation act. It is not true, however, that the military and naval compensation appropriation, as intimated in the language employed by the general counsel, is available solely for the purpose of paying compensation under article 3, because Congress by the vocational rehabilitation act has increased its scope and made it available for the payment of the training pay prescribed by section 2 of that act, which fact, it is submitted, would have been absolutely unnecessary if, as contended by the bureau, payments to men in training are still being made under article 3 of the war-risk insurance act.

The reasons prompting Congress to make this appropriation available for the payment of men in training are apparent; first, while a man is undergoing training and in receipt of training pay as prescribed by section 2 no compensation is payable to him under article 3, his training pay being in lieu of this compensation for the period of training; and, second, in a large number of cases disabled men receive compensation under article 3 prior to entering training and will be entitled thereto upon the completion of their courses. Training pay, therefore, although in no sense compensation under article 3, is in lieu of such compensation and merely interrupts its payment for a comparatively short time. By making the same appropriation available for the payment of each, Congress has assured no interruption in payments; has made unnecessary the establishment of a duplicate pay system; and has placed upon the appropriation provided for the payment of compensation the payment of training pay, which, while being made, is in lieu of compensation under article 3.

The general counsel in his statement claims that the position of the board as set forth in my previous memorandum, if carried to a logical conclusion, would require it to hold that if the circumstances under which the disability was incurred corresponded with the requirements of the statute, the man would be after discharge a fit subject for vocational training wholly without reference to any award made or compensation actually paid by the bureau, and further states that if the circumstances under which the man was disabled are determinative, there would seem to be no reason why the board should not pass originally upon those circumstances and select men for vocational training, merely ordering the bureau to make payment in accordance with its findings.

With respect to this statement, it is the opinion of the board, as it is charged with the duty of administering the vocational rehabilitation act, that it is vested with authority to determine whether or not a man has been disabled under the circumstances prescribed by section 2, and accordingly is empowered to the extent referred to in the general counsel's statement. As a matter of fact, the board has in a number of cases placed men in training prior to any action by the bureau. As this practice, however, on account of the refusal of the bureau to make payments, resulted in great hardship to the disabled men who accepted training, the present procedure was adopted of awaiting in every instance the bureau's determination as to whether disabilities were incurred as provided by the section, this course being taken in order that there might be no controversy with respect to this fact and in the belief that by so doing men in training would receive from the bureau promptly and regularly the pay due them. The practice of this board, therefore, of awaiting this determination by the bureau is not, as intimated by the general counsel, based upon the belief "that it is for the bureau in the first place" to make this determination, but has been adopted in order to avoid hardship to disabled men and to prevent the utter collapse of the scheme of rehabilitation provided by Congress.

With respect to the statement of the general counsel that the Bureau of War Risk Insurance would gladly make such arrangements within the scope of its authority under the law as may be found in conference with the Federal board to be best suited to the board in performing the task imposed upon it by the vocational rehabilitation act, I am compelled to bring to your attention the efforts made by this board to establish a working arrangement with the bureau.

Immediately upon the passage of the vocational rehabilitation act on June 27, 1918, tentative regulations were prepared embodying a suggested working

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arrangement. These regulations were submitted to the bureau with the request for a conference in order that permanent regulations might be adopted acceptable to both the bureau and the board. The request for a conference was absolutely ignored by the bureau, notwithstanding the fact that the director of this board took the matter up personally with the director of the Bureau of the War Risk Insurance. Subsequently, the difficulties of administration having increased, this office presented to the bureau an extensive statement outlining the difficulties and requesting a conference for the purpose of arriving at some understanding as to procedure. As a result two conferences were arranged and the director of this board and several members of his staff had a conference with the director of the bureau and his staff. At these conferences the bureau assured the board that it would present, in written form, its answer to the suggestions contained in the statement presented by the board. To date, however, no reply has been received.

The statement contained in the memorandum of the general counsel, that arrangements are about to be made under which some of the difficulties of administration will be eliminated, is the first intimation that this office has received that the bureau intends to act favorably upon the suggestions submitted to them by this board. The difficulties referred to, however, represent only a small part of the difficulties complained of, and for this reason it is extremely desirable that an authoritative decision be rendered, binding upon both the bureau and the board, defining the respective powers of each under the vocational rehabilitation act.

Very respectfully,

C. A. PROSSER, *Director.*

The ATTORNEY GENERAL, *Washington, D. C.*

Mr. RICHARDSON. Conditions were so bad, as I stated at the beginning, that immediately we took the question up to Congress, and the act of July 11 was passed.

The CHAIRMAN. Let me interrupt you there a minute. I want to know whether I have got a clear idea of what actually took place. In case an applicant for training would go out and get employment and be paid for it, would that operate to reduce the amount of compensation he would receive from the board?

Mr. RICHARDSON. It would operate absolutely to preclude him from training, if he received within 10 per cent of his prewar wage?

The CHAIRMAN. That explains, then, these numerous complaints in the early part of the training, where it was stated that if a man went out to work the amount he was paid was deducted?

Mr. RICHARDSON. That explains it exactly?

The CHAIRMAN. That was absolutely antagonistic to what Congress intended for the reason that that thing was discussed up and down on the floor of the House, that very idea, and it was asked whether we would penalize a man if he became industrious, and it was stated that if he went out and made some money, that that should not operate against what the Government would pay to him. Mr. Burroughs, you remember that.

Mr. BURROUGHS. Certainly.

The CHAIRMAN. That was discussed quite elaborately.

Mr. RICHARDSON. And indirectly it kept people from accepting training because they would say, "This is only a scheme of the Government whereby they are going to give us a little training and thus increase our earning power, and thus cut off our pensions for the years to come," because if they could by training a little bit reach a condition where they could earn within 10 per cent of their prewar wage, they would be entitled to no further compensation.

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The CHAIRMAN. Our idea was that we did not intend to cultivate the spirit of "dolessness," and it was not going to be a suggestion to the men, "Now, just keep quiet and do not do anything. The Government takes care of you anyway," but, "Go out and do and get paid for it, because you are not going to be penalized for becoming industrious."

Mr. RICHARDSON. That was very distinctly the purpose of Congress. As I stated, this condition led to the appeal to Congress, and the amendment to the act which became effective on July 11th. On July 22d we received from the Attorney General a letter, in response to our submission, in which he stated that the amendment to the Vocational Rehabilitation act made unnecessary an answer to the question submitted. The same question however remained in the act, in so far as section 3 is concerned. It was only section 2 of the act that was amended, so when the opportunity arose, I presented the question, as it is presented in section 3, to the comptroller. The question I presented to the comptroller I think I had better read, because some of the boys, in testifying here, have asked whether there were any cases where the board could not act until the bureau had determined whether or not a man was compensable, and the reply was made, if I recall correctly, that there were no cases where the board was dependent upon the action of the bureau.

The first question that I put up to the comptroller—and I wish to impress upon the committee that these are section 3 cases. In so far as section 2 cases are concerned, the board can examine the man, and if it determines that he is vocationally handicapped, it can put him in training immediately, but that is not true with respect to section 3 cases.

The CHAIRMAN. You mean section 3 of the rehabilitation act?

Mr. RICHARDSON. Section 3 of the rehabilitation act, what we call section 3 cases.

The CHAIRMAN. That applies to no compensation whatever.

Mr. RICHARDSON. The first question that I asked the comptroller was:

Is the eligibility of a person for training under section 3 of the vocational rehabilitation act dependent upon the actual receipt of compensation from the Bureau of War Risk Insurance under article 3 of the war risk insurance act, or is a person eligible for training under this section, so far as compensation is concerned, who has been disabled under the conditions prescribed by section 300 of the war risk insurance act.

That is the first question.

The second question is:

If the circumstances under which the man was disabled are determinative, without reference to an award or payment of compensation by the bureau, is the Federal board authorized to pass originally upon those circumstances.

The third question refers to the amount that can be paid under section 3 to a man while in training and is as follows:

With respect to men not included in section 2 of the vocational rehabilitation act, but eligible for training under section 3, may the Federal Board for Vocational Education make payments, as prescribed by section 2 as amended, for maintenance and support during the period of training, or is its authority with respect to the training of such men restricted solely to furnishing courses without cost for instruction, namely, without cost for tuition and necessary books, supplies, and student equipment.

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To those queries the comptroller replied:

The eligibility of a disabled man to receive the training provided for by section 3 of the act is not dependent upon the actual receipt of compensation under article 3 of the war risk insurance act, but is to be tested by the determination of the fact whether or not he was disabled "under circumstances entitling him, after discharge from military or naval forces of the United States," to such compensation. The question, however, whether he is entitled to compensation under article 3 of the war risk insurance act is one to be determined, in the first instance, by the War Risk Bureau, in which is vested the right to make such decisions of compensation under the war risk insurance act. It is readily seen that if you should undertake to decide in advance of action by the War Risk Bureau the question as to whether an individual is entitled "to compensation under article 3 of said act," a conflict would arise if the War Risk Bureau should subsequently decide the question in the negative as to the same individual. In my opinion the decision of the bureau is controlling upon such a question and it is only after such a decision has been reached by the bureau that the benefits of training under section 3 of the act of June 27, 1918, may be conferred.

The CHAIRMAN. Is that since the amendment?

Mr. RICHARDSON. Yes, that is section 3 cases.

The CHAIRMAN. That is the law now?

Mr. RICHARDSON. In section 3 cases we still have to go to the bureau, but training is not dependent on whether he is actually in receipt of compensation; it is dependent, the way I view it, on whether or not the man was disabled in the active service, not on account of his own willful misconduct. I think all of those cases have to come under that head, although at the present time the bureau has not ruled. They have not yet interpreted this decision of the comptroller.

I have a case now where a young man has a disability of the ear. He was a flyer, and he got some trouble with his ear. Now, the bureau is treating that man medically. He has a reasonably good position, so his present wage is greater than his prewar wage, but the bureau is treating that man for his disability, but still they will not certify that he is entitled to compensation; that he was disabled under circumstances that would entitle him to compensation. I can not see why, if they are treating him, and the act says that in addition to compensation they can give this medical treatment, how they can treat the man and still say he was not disabled under circumstances entitling him to compensation, but I have not yet obtained a decision from them in that case.

The CHAIRMAN. The comptroller's decision is rather peculiar, in that he says that he does not have to be receiving compensation.

Mr. RICHARDSON. That is my whole point.

The CHAIRMAN. But he must be entitled to it.

Mr. RICHARDSON. He must be entitled to it.

The CHAIRMAN. That may not mean that the board decides whether he is entitled to it, but he must wait for the bureau, and when the bureau says he is entitled to it he certainly will be receiving it very soon.

Mr. RICHARDSON. No; here is the distinction: To be awarded compensation by the bureau a man must first be disabled under the circumstances entitling you to that compensation; second, his wage must be less than his prewar wage by more than 10 per cent. In the third place——

The CHAIRMAN. That is the ruling; that is not in the law?

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Mr. RICHARDSON. That is the law; but I do not know how they are construing it now. They have changed recently in their construction. I have already put in evidence here their ruling in regard to that 10 per cent.

The CHAIRMAN. I think I recall now.

Mr. RICHARDSON. The third point is this, that no person can receive compensation or can receive an award provided he is in actual receipt of compensation or money from the War or Navy Department. That means that a retired Army officer can not actually receive money from the bureau; but we are training a retired Army officer under section 3, because he was disabled under circumstances entitling him to compensation. Yet, because under his retired status he receives pay from the War Department he is receiving no compensation. That draws the distinction.

The CHAIRMAN. I understood that you could not train a retired Army officer.

Mr. RICHARDSON. We can not train them under section 2. We can not pay them any support or maintenance, but we can train them and furnish them with their books and supplies.

The CHAIRMAN. I have had complaints made to me by those people, and that is the reason I asked.

Mr. RICHARDSON. It is only since the comptroller has rendered this decision that we have been able to get the retired Army officer in under section 3.

Mr. BURROUGHS. It is very important, it seems to me, and it would seem as though the law ought to be changed, for the reason that the section 3 cases are so relatively unimportant now, and, in my view of it, we ought to do away with them altogether.

The CHAIRMAN. What is your opinion on that, Mr. Richardson?

Mr. RICHARDSON. I think that with a liberal interpretation of section 3 you can train without pay practically every disabled men that has been discharged from the Army.

The CHAIRMAN. But that is a legal answer. What I was after is to get an answer that goes to the equity of the case. Do you think we ought to train everyone, with compensation?

Mr. RICHARDSON. Well, I do not know whether I am qualified to answer that question. Of course, the idea of section 3 training is job-improvement training. People are working during the day, and they want a little training, either in the evening in some night school or they want some correspondence course, which we will give them. It is job improvement, so-called.

The CHAIRMAN. This whole matter is in a rather progressive state When we first considered it, the spectacular cases were what appealed to everybody—a man with no legs, or no arms, and so on—and later, I remember how this progressed. I do not mean after the law was passed but while we were discussing it. Later on there was the question as to whether we ought not to extend it to persons with tuberculosis that had been contracted in the service, because they were disabled men. I remember that a good many people thought that we ought not to do that; that there is no chance for training there; that it is a matter for a physician, and so on. Now, we are thinking about training everybody who has suffered a disability, on the basis that he has made a real contribution to the country, and

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did it voluntarily, though under the law we would have taken him anyway, and whether or not we ought not to eliminate all discrimination and say that anybody who has suffered a disability we ought to train, and I look for this to extend to everything—people who did not suffer any disability. I think that has come to be looked upon with some favor—as something we owe to the soldier. Just what will be the policy of Congress on this section 3 I have no idea now.

Mr. RICHARDSON. As I stated, if the bureau will interpret it liberally to mean a man disabled in the active service not on account of his own willful misconduct, which, I think, is a proper interpretation, although it may be somewhat liberal, practically everybody that was disabled would be entitled to section 3 training.

The CHAIRMAN. I think we dare not, as a committee here, offer criticism of the comptroller, whose business it is to hold down all allowances strictly to the law, so I am rather inclined to not look with any particular criticism on that. However, it seems to me that the interpretation of the bureau, which is a Government agency dealing with the soldier, that they would have to deduct from what goes to the soldier if he happens to go out and make something on the side. I know that was not the idea.

Mr. RICHARDSON. Well, I want to say this in regard to the comptroller: We have had a number of very close decisions that have come up under this act and the comptroller in every instance has rendered his decision in favor of the disabled man and has helped us in many cases where a decision the other way would have put us in a very bad position, indeed.

Mr. ROBSION. To what extent does the standing committee demand your services?

Mr. RICHARDSON. If any question arises of a legal nature, either in the standing committee, or in either the Division of Rehabilitation, or the Division of Vocational Education, they will present it to me.

Mr. ROBSION. Well, are there quite a number of matters submitted to you for decision?

Mr. RICHARDSON. Let me answer the question in this way, Mr. Robsion: Prior to my being appointed as legal adviser to the Federal board I was employed for six years in the Department of Justice, in the solicitor's office of the Department of Commerce, and I think that the number of questions submitted to me by the standing committee is proportionately as great as the number of questions that were submitted to the solicitor's office of the Department of Commerce by the head of that department. In addition to answering the questions, of course, it is the duty of my division to pass upon all questions of compensation for dependents. Whether or not a man has dependents is a matter of legal evidence, and that all comes in my division. The trainees of the board submit affidavits, birth certificates, or their marriage certificates, and my division determines whether or not they have dependents.

Mr. ROBSION. Your board passes upon the question whether or not a man draws money for a wife or children?

Mr. RICHARDSON. Yes, sir.

Mr. ROBSION. And the other departments have no voice in that, have they?

Mr. RICHARDSON. It is up to the board to pay whatever amount is necessary for the dependants of the trainees.

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Mr. ROBSION. They have no voice in passing on the question of whether or not they have dependents?

Mr. RICHARDSON. No; that is determined by the Division of Rehabilitation and the board.

Mr. ROBSION. How frequently are you called in consultation by the board?

Mr. RICHARDSON. All questions are submitted to me in writing by the board.

Mr. ROBSION. How often are you called upon for your opinion?

Mr. RICHARDSON. I would like to look over the decisions that I have made. I would say that I render at least two or three decisions a week on some phase of the work of the board; that is, formal decisions. Of course, I am constantly writing letters in which I have to make decisions, but they are not formal decisions. I would say that I render at least two or three formal decisions a week on questions presented.

Mr. ROBSION. Did you prepare the rules of procedure for the men from the central office who serve in the district offices in passing upon the eligibility for training? Does your department have anything to do with that?

Mr. RICHARDSON. The regulations first issued, known as the code, were prepared by me. The regulations now known as 150 were not prepared by me, although I went over them to see whether there was anything in them that was contrary to the law, and everything in it, in my opinion, is strictly according to the law, and the law, as liberally interpreted.

Mr. ROBSION. As I understand Mr. Lamkin, the eligibility man who represents the central office in the district office is confined solely to legal questions?

Mr. RICHARDSON. Yes, sir.

Mr. ROBSION. And whether or not the proof submitted brings the soldier within the law, and do I understand that your department formulated a code of procedure to determine those cases?

Mr. RICHARDSON. Well, I will answer that in this way: My department did not do it, although when any close question arose in the minds of the people who did formulate the regulations they would submit that question to my department, and my department would render a decision which they eventually crystallized into a regulation. The fundamental ruling was made in my department.

Mr. ROBSION. Have you been called upon by any member of the committee to point out wherein the law is defective or obscure?

Mr. RICHARDSON. No, sir; the only criticism that I could make of the law, of course, assuming that it is as far as the committee wants to go in regard to training, is that any law that depends upon the judgment of anybody is no stronger than the judgment of the weakest man that handles it. A man, under this act, is trainable, provided, in the judgment of the Federal board, he is vocationally handicapped. That means that somebody along the line has to form that judgment.

Now, you are going to make this provision—I understand it is being considered by the committee— to include any man who has been disabled 10 per cent. It has been running through my mind whether, in addition to this 10 per cent, it would not be a good idea to state that anybody who has been awarded the right to wear a wound chevron

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would be entitled to training. All that we would have to do administratively then would be to say, "Let us see your credentials for wearing your wound chevron." Then, whether a man was disabled 10 per cent or 90 per cent, if he had that credential, we would put him right in training, and that would short-circuit a great many of the administrative difficulties.

Section 2 as it now exists was drafted by me, and if you will notice the language of section 2 at the beginning is practically identical to that of the bonus act, so that all we do in that case is to ask the man, "Did you receive your bonus?" If he did, we accept him as having met the conditions prescribed by this first provision.

Mr. ROBSION. Now, getting back to fixing the requirement that a man shall have been awarded the right to wear a wound chevron, suppose the record of a fellow was burned, as in cases I know of; then there would be no record of it and his discharge would not show it.

Mr. RICHARDSON. I think there would be a record of it somewhere. If not, then, of course, there would always be that 10 per cent condition in the act. It would be so much easier, in my judgment, for a man to produce evidence of his right to wear the wound chevron than it is to get all these medical examinations and prove whether or not he was 10 per cent disabled. The conditions upon which a man shall receive a wound chevron are very definite, as made by the War Department. I do not know whether I have that regulation here. This is just my idea, you know.

Mr. ROBSION. How much of a wound do have to have to get a chevron?

Mr. RICHARDSON. Here is General Orders, No. 6 (G. O. 6), dated January 12, 1918:

(*d*) Wound chevrons: A gold chevron of pattern identical with that of the war-service chevron, to be worn on the lower half of the right sleeve of all uniform coats, except fatigue coats, by each officer and enlisted man who has received, or who may hereafter receive, a wound in action with the enemy which necessitated treatment by a medical officer, and an additional chevron for each additional wound; but not more than one chevron will be worn for two or more wounds received at the same time. Disablement by gas necessitating treatment by a medical officer shall be considered to be a wound within the meaning of this order.

Of course, it has to be in active service.

Mr. ROBSION. Your proposition, then, is that if a man should get his finger cut, requiring treatment by a surgeon, he would be put exactly on the same footing as the man who lost two legs, two arms, or two eyes?

Mr. RICHARDSON. A man with his finger cut would not be wounded in action. You have to be wounded in action.

Mr. ROBSION. His finger could have been cut in action, and according to your plan you would put him right on the same basis as the fellow that lost both legs?

Mr. RICHARDSON. I am speaking from an administrative standpoint, from the standpoint of easy administration. At the present time the administration of the act depends upon an individual. If we can get the administration of the act away from the judgment of an individual back to something definite it will be so much more easily administered.

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Mr. ROBSION. But in order to get that determination it has to be a matter of some individual, does it not?

Mr. RICHARDSON. I would say not. It is a matter of record whether or not a man was injured in action or received medical treatment at some Army hospital.

Mr. ROBSION. I have in my office a great many cases where boys have been discharged, and a number of them write in to me and say, "I have looked for my discharge, and there is no record of it." Then they have got to go away back and go through a whole lot of work in order to get that discharge or get the determination you speak of.

Mr. RICHARDSON. In those cases all that would have to be done would be to examine the man and see whether he was 10 per cent disabled. In other words, you would have two methods of determining the question.

Mr. ROBSION. Suppose one of these game fellows in a battle has a big piece torn off of his arm or hand, or something, and he takes his handkerchief and he goes on and never goes to a hospital. You could not give him any training?

Mr. RICHARDSON. Yes; because my proposition was this, that the act shall say that if he has been awarded a wound chevron, or has a 10 per cent disability.

Mr. ROBSION. You couple the two together?

Mr. RICHARDSON. I put the two together, so that we can eliminate a great number of cases just by asking them whether they have the authority to wear the wound chevron. If they do not, then we would take them up from the other standpoint.

Mr. ROBSION. After all, if a man has just a slight wound, which he could have, and he does not couple that up, you have still got that question of judgment in administration?

Mr. RICHARDSON. Yes, sir; finally.

Mr. ROBSION. Will the man with less than 10 per cent disability be placed on the same footing with a fellow with both legs off, or both arms off?

Mr. RICHARDSON. That is a question for the committee to determine.

The CHAIRMAN. That is our question, the question of eliminating section 3 altogether, and giving everybody training, and that is what Mr. Robsion has been asking, because it gives the sense of inequality there, and yet that is the suggestion that has been made here, or the recommendation that has been made to the committee.

Mr. ROBSION. The thing here in many cases will amount to a great deal more than compensation, because if a man obtains $1,500 or $1,800 for training, and takes a four years' course, it amounts to $6,000 or $8,000, and, more than that, when you count their books and tuition, it may run to $10,000?

Mr. RICHARDSON. Unless the bureau has changed its ruling, it will eventually result in the advantage to the Government, will it not, because if you train him and thus place him in a position where he can earn his prewar wage, his compensation will be stricken out?

Mr. ROBSION. But that goes upon the idea that he has got a vocational handicap, and under your plan, for instance, you would get in thousands of men that have no handicap at all, that can get along just as well without training as with it. I think we ought, just as

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fast as we can, to put in training these soldiers, as an economic proposition.

Now, there was one other question. I was very much struck to-day with the statement of Mr. Lamkin, the head of this great work, that he had never appeared or been called to appear before the Vocational Board. Is there anything in the law or regulation, so far as you know, that makes it improper for him to appear before the board, or would hinder or prevent the board from calling him?

Mr. RICHARDSON. Absolutely nothing.

Mr. ROBSION. Why should that situation be, anyway?

Mr. RICHARDSON. I am unable to answer that.

The CHAIRMAN. You referred to the board. Really the board is the standing committee and the three ex officio members; that is, the Cabinet members. I understand that Mr. Lamkin has been with the standing committee frequently.

Mr. RICHARDSON. Yes, sir.

The CHAIRMAN. I agree with you, Mr. Robsion, that there ought to be a little closer relationship, it would seem to me, between the man who has the direction of all of this tremendously big division of the work and the board which has given him authority, although I presume that the plan on which they are going is that the board leaves that work to this standing committee, and therefore they are not dealing with the director. The board is dealing with the standing committee and the standing committee with the director.

Mr. ROBSION. I can hardly conceive of any business institution, bank, or factory, with a board of directors, which would correspond to the Vocational Board, having a man for several months directing that great business or undertaking, and at no time calling him before the board of directors to talk to them, and let them talk to him, and get that heart-to-heart touch.

(Whereupon the committee adjourned until Friday, May 7, 1920, at 10 o'clock a. m.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Friday, May 7, 1920.

The committee this day met, Hon. Simeon D. Fess (chairman) presiding.

The CHAIRMAN. Will Mr. Dolan take the witness stand, please?

TESTIMONY OF MR. H. F. DOLAN, DISBURSING OFFICER, FEDERAL BOARD FOR VOCATIONAL EDUCATION, WASHINGTON, D. C.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Mr. Dolan, please give your full name and address.

Mr. DOLAN. H. F. Dolan; residence, 1434 Newton Street NW., Washington, D. C.

The CHAIRMAN. What is your present position?

Mr. DOLAN. Disbursing officer of the Federal Board for Vocational Education.

The CHAIRMAN. How long have you been with the Federal board?

Mr. DOLAN. Since September 24, 1917.

The CHAIRMAN. That was before the rehabilitation act was passed?

Mr. DOLAN. Yes, sir; I was the original disbursing officer.

The CHAIRMAN. What had been your work before you came to that position?

Mr. DOLAN. I was connected with the purchasing agent's office of the Post Office Department.

The CHAIRMAN. Here in Washington?

Mr. DOLAN. Yes, sir.

The CHAIRMAN. How long had you been here?

Mr. DOLAN. In Washington?

The CHAIRMAN. Yes, sir.

Mr. DOLAN. In the Post Office Department?

The CHAIRMAN. Yes, sir.

Mr. DOLAN. About 14 years.

The CHAIRMAN. By whom were you appointed to your present position?

Mr. DOLAN. By the chairman of the board.

The CHAIRMAN. The chairman of the Federal board?

Mr. DOLAN. Of the Federal board; yes, sir.

The CHAIRMAN. As disbursing officer what general information would you have in regard to the financial transactions of the board?

Mr. DOLAN. Well, I would know all about the disbursement of the funds.

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The CHAIRMAN. Would you know what salaries are being paid to all those connected with the board?

Mr. DOLAN. That is a record in my office, but I would hardly remember them; we have a great number now.

The CHAIRMAN. It is not my purpose to enter upon any detail like that; I would not expect you to remember them all. What I am getting at is to qualify you for testifying on matters that we may have to pass on.

Mr. DOLAN. All pay rolls pass through my office.

The CHAIRMAN. You were acquainted with Dr. Prosser?

Mr. DOLAN. Oh, yes.

The CHAIRMAN. Do you know what salary was paid him?

Mr. DOLAN. $10,000 per annum.

The CHAIRMAN. Was that his salary when he first became identified with the board?

Mr. DOLAN. Yes, sir.

The CHAIRMAN. $10,000 from the beginning?

Mr. DOLAN. Yes, sir.

The CHAIRMAN. He came to the board soon after the Smith-Hughes bill took effect?

Mr. DOLAN. He was the director before I came with the board.

The CHAIRMAN. In other words, he was the first director of the work?

Mr. DOLAN. Yes, sir.

The CHAIRMAN. Do you know whether the $10,000 was paid to him as director of the board from any particular fund?

Mr. DOLAN. At the outset when we had only the vocational education work the $10,000 was paid from the appropriation "Salaries and expenses, Federal Board for Vocational Education." After the board took over the rehabilitation work the salary was then split and half was paid from the appropriation just mentioned and the other half from the appropriation "Vocational rehabilitation."

The CHAIRMAN. It was not changed, then?

Mr. DOLAN. Oh, no, sir.

The CHAIRMAN. The $10,000 was paid from two funds?

Mr. DOLAN. Yes, sir.

The CHAIRMAN. $5,000 from each?

Mr. DOLAN. Yes, sir.

The CHAIRMAN. Why was that done?

Mr. DOLAN. It is not uncommon, Mr. Chairman. In my office every day we have vouchers from transportation companies where the travel is chargeable to the different appropriations, and we must make a segregation of the travel and pay it according to the appropriation to which it is properly chargeable. That happens every day in my office. I will have a voucher from a transportation company calling for a certain amount of money in the aggregate, and a part of that will be paid from the appropriation "Salaries and expenses, Federal Board for Vocational Education," and the remainder from the vocational rehabilitation appropriation.

The CHAIRMAN. What is the salary of Mr. Munroe, for example?

Mr. DOLAN. $5,000 per annum.

The CHAIRMAN. He is the acting head or vice chairman of the board and has both these functions. Why is not his salary divided?

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Mr. DOLAN. I can not say as to why; that is purely an administrative matter, and I should imagine——

The CHAIRMAN (interposing). Would not the other be purely administrative in connection with Dr. Prosser?

Mr. DOLAN. I could not say as to that.

The CHAIRMAN. I knew that Dr. Prosser was getting $10,000. I have known that from the beginning. In fact, I recommended the appointment of Dr. Prosser originally to this position. I do not mean to say that had anything to do with the appointment. I had been associated with him on the commission and knew his worth. When this rehabilitation work was taken over and the salary was split I was wondering whether it was not a subterfuge to cover up something. Here was a member of the board getting only $5,000 and here was the director getting $10,000. Was there any reason why it should be split up so that there would be no employee of the board getting more than the members of the board were getting?

Mr. DOLAN. None whatsoever.

The CHAIRMAN. There was not anything in that?

Mr. DOLAN. No, sir. The law requires us to make report of the names and salaries of the employees. That report was made, of course, $5,000 to Dr. Prosser from one appropriation and $5,000 from another appropriation. As a matter of fact, Mr. Chairman, it is all under one appointment, so far as the records of my office show, it is just the salary, nothing more. We do not refer to it as two salaries; it is just a salary.

The CHAIRMAN. Up to the time of the passage of the rehabilitation act there was only one salary, but afterwards $5,000 was paid from one and $5,000 from the other, which would open up the charge that there were two salaries paid this man?

Mr. DOLAN. I do not see how that could be, Mr. Chairman, when we have precedents for it. It is done in the other departments. To be sure of our ground we referred it to the Comptroller of the Treasury and he said it was right and proper, but as far as that is concerned, we might split Mr. Munroe's salary and pay him $2,500 from one and $2,500 from another. I would not be so sure about that—I would not be sure just what we could do; I would have to look into the matter.

The CHAIRMAN. You say there are other departments, other than the Vocational Board——

Mr. DOLAN (interposing). That is my understanding.

The CHAIRMAN (continuing). Splitting salaries?

Mr. DOLAN. It is paid in the same manner, Mr. Chairman.

The CHAIRMAN. Did Mr. Winslow receive a divided salary or salaries from two sources?

Mr. DOLAN. Yes, sir.

The CHAIRMAN. On the same basis?

Mr. DOLAN. Yes, sir.

The CHAIRMAN. What about the salary of the chief clerk, Mr. Alden?

Mr. DOLAN. His salary is also paid from the two appropriations.

The CHAIRMAN. What about the secretary's salary?

Mr. DOLAN. It is paid in the same manner, Mr. Chairman.

The CHAIRMAN. Your own salary, Mr. Dolan, how is it paid?

Mr. DOLAN. My salary is also split.

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The CHAIRMAN. Are there other members of the staff or employees of the board?

Mr. DOLAN. I think the salary of the legal adviser, Mr. D. J. Richardson, is also split.

The CHAIRMAN. You say it is one salary?

Mr. DOLAN. It is one salary absolutely under one appointment and paid from two appropriations. As a matter of fact, Mr. Chairman, it was drawn in the case of Dr. Prosser at the rate of $10,000 per annum. There were never any two checks given him. The one check always covered the amount due him for the period of time for which the check was supposed to cover payment.

The CHAIRMAN. And the same in the case of the other men?

Mr. DOLAN. In the case of all; yes, sir.

The CHAIRMAN. It is a mere matter of bookeeping?

Mr. DOLAN. Yes, sir; that was all. It was all on one pay-roll voucher.

The CHAIRMAN. I am justified, then, in the assumption that there is no person connected with the board who is getting two salaries?

Mr. DOLAN. There is no person on the rolls of my office getting two salaries.

The CHAIRMAN. I have had my memory refreshed about the salaries of the board. I have the impression you have that the salaries are fixed in the law, and I have just been notified that the salary is fixed at $5,000.

Mr. DOLAN. Yes, sir.

The CHAIRMAN. Mr. Robsion wants to ask you some questions, Mr. Dolan.

Mr. DOLAN. Very well.

Mr. ROBSION. Are there persons who are doing exclusively work for the Vocational Board, not doing any work for the rehabilitation section, being paid out of the fund provided for the rehabilitation force?

Mr. DOLAN. I do not recall a case, but there may be. You see when we were building up the organization they were put on and sometimes the wrong appropriation was mentioned. That was always straightened out as soon as we could do it. I think now, as far as I can recall, everybody working under the vocational educational department of the board is being paid from the appropriation "Salaries and expenses, Federal Board for Vocational Education."

Mr. ROBSION. Do you know about Miss Terry?

Mr. DOLAN. No; I do not.

Mr. ROBSION. The head of some clerical division?

Mr. DOLAN. Miss Terry?

Mr. ROBSION. Miss Terry.

Mr. DOLAN. No; I do not. Mr. Robsion, of course, that is a detail that I do not go into. I would not be familiar with all the employees. The clerks handle the pay rolls in my office.

Mr. ROBSION. I am advised that she and the persons working under her are doing work for the Vocational Educational Board alone and their salaries are being paid out of the rehabilitation fund?

Mr. DOLAN. That may be; I would not deny it, and I would not say that it was true. However, we could let you know about it.

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Mr. ROBSION. You have a classification of the salaries as to whether they come out of the vocational educational fund or the rehabilitation fund, do you not?

Mr. DOLAN. Yes, sir. The appointment is made that the party shall be paid from such an appropriation, and if there is a change made I am usually notified of any change, but I do not prepare the pay rolls. They are sent to me certified as to their correctness, and I pay them.

Mr. ROBSION. Is it not a part of your duty to find out whether or not persons employed by the vocational educational department of the bureau are paid out of funds provided for that work?

Mr. DOLAN. I could hardly do that. It may be a part of my duty, but I do not know whether or not they are doing rehabilitation work or vocational educational work.

Mr. ROBSION. What I am trying to get at, are you not charged with the responsibility of seeing that the money is taken out of the proper fund?

Mr. DOLAN. Yes, sir.

Mr. ROBSION. Have you been directing your attention to see that that is being done?

Mr. DOLAN. As far as we can, but there would be mistakes made, Mr. Robsion, and the persons would get on the wrong pay roll, and then I could not always tell what kind of work they were doing; I could not go around and see just what they were doing.

Mr. ROBSION. But if you do not know, then you can not tell the committee but what two-thirds of the money provided for one pay roll is being used for clerks on the other roll?

Mr. DOLAN. Yes; I could. As I say, when we were first getting started due to the greenness of some of the employees even in the appointment division, they would get them on the wrong pay roll and I would not know it myself. We have over a thousand employees there, and it would be quite a job for me to look around and see just what work they were doing.

Mr. ROBSION. It is quite a job, and you are a big man, and that is your job, is it not; that is your job?

Mr. DOLAN. Yes, sir.

Mr. ROBSION. And if you do not do that you are not doing your job?

Mr. DOLAN. Not very well.

Mr. ROBSION. I wish you would investigate the matter of Miss Terry and persons working under her and see if it is not true that while they are doing work for the Vocational Education Board they are being paid out of the rehabilitation funds.

Mr. DOLAN. Very well, sir.

Mr. ROBSION. Is there any provision of the law for either the educational board or the rehabilitation board to have what you might call press agents?

Mr. DOLAN. No, sir.

Mr. ROBSION. Do you know that in the rehabilitation division persons are on the pay roll under one heading and are really doing press-agent work and things like that?

Mr. DOLAN. I understand there is something like that going on; yes, sir.

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Mr. ROBSION. How is that done; tell us about it?

Mr. DOLAN. I do not look any further than the pay roll. That is an administrative proposition. If they certify to me that a person is employed and on duty and the proper designation is on the pay roll, it is not my affair to investigate further in the matter.

Mr. ROBSION. Even though you might know that they are not doing the thing they are being paid for, you would issue checks just the same?

Mr. DOLAN. How do I know that? If they are certified to me and are on the pay roll properly designated, it is not the disbursing officer's business to go into the facts.

Mr. ROBSION. Whose business is that?

Mr. DOLAN. That is an administrative proposition.

Mr. ROBSION. Let us locate it; let us find out whose duty it is in this board.

Mr. DOLAN. That would be the chairman of the board.

Mr. ROBSION. The chairman or vice chairman?

Mr. DOLAN. The vice chairman.

Mr. ROBSION. Mr. Munroe's business?

Mr. DOLAN. Yes, sir.

Mr. ROBSION. Do you know whether or not he has investigated it?

Mr. DOLAN. Do I know?

Mr. ROBSION. Yes, sir.

Mr. DOLAN. No; I do not know, Mr. Robsion.

Mr. ROBSION. How do you get the information that persons are being certified to you as doing certain work for the rehabilitation section when they are not doing that work, but they are employed as press agents or something like that—how do you get that information?

Mr. DOLAN. Well, it is by hearsay; that is all I have.

Mr. ROBSION. Whom do you hear say that?

Mr. DOLAN. I know there is such a person around the board. It is not for me to investigate matters like that.

Mr. ROBSION. You are in charge of the money?

Mr. DOLAN. That is true; yes, sir.

Mr. ROBSION. It is up to you to see that the money goes out legally?

Mr. DOLAN. Yes, sir.

Mr. ROBSION. When you know or you have information that persons are drawing money for work they are not doing, how can you escape the responsibility?

Mr. DOLAN. A disbursing officer's responsibility with respect to the pay roll is that he has to take the approving officer's certification. I think that is considered as a well-established rule with respect to disbursing officers. I could not go around and inquire what everybody was doing in the office.

Mr. ROBSION. Well, if you accept what has been certified to you without any investigation, then you are acting merely in the capacity of a clerk to record what he certifies to you; is that it?

Mr. DOLAN. That is about all with respect to the pay rolls, Mr. Robsion.

Mr. ROBSION. Do you have anything else to do except to disburse this money?

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Mr. DOLAN. That is all.

Mr. ROBSION. That is all?

Mr. DOLAN. Yes, sir.

Mr. ROBSION. What you are doing, then, any clerk could do—any $100 clerk?

Mr. DOLAN. He may.

Mr. ROBSION. If that is the situation, why have a man of your ability and pay the salary the Government is paying you if it merely requires that some other fellow certify, and you have no obligation to investigate or to see that the law is being carried out and that the thing has been done right?

Mr. DOLAN. That is purely administrative, Mr. Robsion. I would have no business interfering with that at all.

Mr. ROBSION. Could Mr. Munroe put it on anybody?

Mr. DOLAN. Mr. Munroe is the head of the board; he might do as he chooses.

Mr. ROBSION. Might Mr. Munroe not say to you, "Here, you are paying out this money and you have information that people are being paid money for work they are not doing; why have you not brought that to my attention?" Might he not say that to you?

Mr. DOLAN. He might.

Mr. ROBSION. What I am trying to get at is, I should like to know what sort of checks or counterchecks are being employed by this department that we may know that we are getting value received for the money and that the Government is not being imposed upon and that the money is being paid out for the very thing that it says it is being paid for; and if it turns out that the money appropriated for some things and it is being paid out for other things, how can the committee know or Congress know how far that thing is going; to what extent that practice prevails?

Mr. DOLAN. Information should be obtained from the administrative officers. As I said before, a disbursing officer never looks behind the voucher. He looks at the voucher that is before him, and when it is certified to him by the approving officer that it is correct and ought to be paid and is in proper form, there is nothing else to do but to pay it.

Mr. ROBSION. In other words, you just look at the face of the voucher?

Mr. DOLAN. That is all.

Mr. ROBSION. Suppose some fellow should certify down there to you that Tom Jones should be paid $1,000,000 and the face of it would be all right, would you proceed to issue him a check?

Mr. DOLAN. I mean by the face of the voucher that there would have to be other accompanying papers.

Mr. ROBSION. Suppose he should carry the misrepresentation to the point of having all the accompanying papers, you would just, merely as a matter of fact, issue him a check?

Mr. DOLAN. That is inconceivable, Mr. Robsion; a thing like that could not occur.

Mr. ROBSION. But if there are some 50 or 100 men being certified to you for a certain thing when they are doing something else, or may be not doing anything at tll, in a few months or in a year it would amount to more than $1,000,000; and further, if persons are being

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certified as being engaged in one employment when they are engaged in a different employment entirely, why should that deception be practiced?

Mr. DOLAN. I can not answer that question, Mr. Robsion.

Mr. ROBSION. Is it proper; do you indorse it as a disbursing officer of the Government?

Mr. DOLAN. I should say that it was bad ethics, at least.

Mr. ROBSION. I did not understand your answer; it would be bad what?

Mr. DOLAN. I would not indorse it; no, sir. Of course, I would have nothing to do but to pay.

Mr. ROBSION. Do you understand that there is a law of this Government that you can not make false reports and false certifications?

Mr. DOLAN. Yes, sir.

Mr. ROBSION. That it is a serious offense, to certify that money is paid for a certain thing when it is really paid for a different thing.

Mr. DOLAN. I understand that; yes, sir.

Mr. ROBSION. Is there any excuse for that, except to try to evade the law?

Mr. DOLAN. None.

Mr. ROBSION. Now, do you know of any law that provides for the employment of press agents or something like that?

Mr. DOLAN. Yes, sir; they may not be employed as such.

Mr. ROBSION. If they may not be employed as such, where is the law that authorizes it to be done?

Mr. DOLAN. They are not certified to me as press agents.

Mr. ROBSION. And yet you know or have information that they are?

Mr. DOLAN. I have seen—I would not say that—they may be doing something else besides. I understand that they prepare some publicity stuff. I do not know what else is being done. As a matter of fact, I have never been in the place where I have seen any of this going on.

Mr. ROBSION. If the law authorizes it, why not come out plainly and say, "Mr. Jones is engaged in such and such work and he is entitled to so much pay for the work," and not undertake to practice a deception. That is what I am getting at. If you permit that to go unnoticed, while it may not be so large in this particular case, you can not tell how far it may be carried. Congress must be governed largely by the records submitted to it, and if the records do not show the facts, then Congress is bound to be misled.

How many men are employed here in Washington in the rehabilitation work—about how many men and women?

Mr. DOLAN. I should say about 900; I am not sure, however.

Mr. ROBSION. And about how many are employed in the vocational educational work?

Mr. DOLAN. It has been some time since I have looked at the list of names, and I can not say.

Mr. ROBSION. I am not so well acquainted with that branch of the service, and I should like to get some idea as to its extent.

Mr. DOLAN. Since we have taken over the rehabilitation work, that has been the greatest part of the work; I have kind of lost sight of the vocational educational part myself, with respect to the personnel.

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Mr. ROBSION. Is not this the situation, that a large number in the vocational educational branch are being paid in one way or another out of the rehabilitation fund, and in that way you and others have practically lost sight of the vocational educational branch?

Mr. DOLAN. No; I should not say that would be the case. You see, Congress gave this work to the Federal Board for Vocational Education and appropriated money to carry it on. There was nothing in the law saying that each individual should be paid from any particular appropriation. The board was to carry out the law. I have been thinking ever since you asked me the question as to whether or not there would be any impropriety in paying anybody out of the other appropriation that might be doing some vocational educational work.

Of course, in a big job such as we have, the employees of the vocational educational branch would of necessity be doing something in connection with the vocational rehabilitation work, and while I am not able to say at this time definitely, I would think that it would not be an impropriety to pay some of those persons from the vocational rehabilitation appropriation.

Mr. ROBSION. But you agree that the vouchers and the data should state the charge on the surface?

Mr. DOLAN. I agree with that, Mr. Robsion; yes, sir.

Mr. ROBSION. Who could give us information as to how many persons exclusively engaged in vocational-education work are being paid out of the rehabilitation appropriation?

Mr. DOLAN. I could give you that information; I could submit it to the committee for the record.

Mr. ROBSION. I wish you would.

Mr. DOLAN. Yes, sir.

The CHAIRMAN. I think that would be important, if that is being done. The work for the vocational education under the Smith-Hughes Act is a permanent appropriation, annual, that will reach $7,000,000 when it reaches the maximum, and if there is money taken from one fund like that and put into the other, I think that ought not to be allowed, because they come from two entirely different sources and represent two different purposes.

Mr. DOLAN. Mr. Chairman, when we started on this work there was no vocational rehabilitation employees at all.

The CHAIRMAN. I am aware of that.

Mr. DOLAN. The vocational-education employees did it all; they did all the work. For the first three or four months they were engaged on this work and they had just completed doing the vocational-education work.

The CHAIRMAN. However, they ought not to have been done, because we made the appropriation of $2,000,000 in the very act that provided for the rehabilitation.

Mr. DOLAN. That is true, but we had some trained employees working under the vocational education and their services were called upon to help out in the vocational rehabilitation work and a great number of them stuck with the work until the rehabilitation work at least got under way.

The CHAIRMAN. I see. I am not sure that it is subject to criticism, but I think there is this tendency in departmental work, to

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draw from one fund to pay for work in another branch. We do not want that done. We are trying to avoid that. We are trying to segregate the items, if possible. I think that is a general practice that ought not to be tolerated if it can be avoided. You agree that it should not be a general rule?

Mr. DOLAN. I do agree with you, Mr. Chairman, and I also agree in the belief that it is done among the departments in Washington.

Mr. ROBSION. As pointed out by Dr. Fess, I can state that when we appropriate so much money for vocational education and then Congress states from time to time that we want to appropriate so much money for rehabilitation, that is the express desire of Congress and I think they ought to be separated. If you pay vocational-education people out of the soldier fund, then you are defeating the very purpose of Congress, giving vocational education more money than we intended and taking away from the soldiers what we voted for them.

I should like for you to add this to your list, all persons who did or are doing part vocational-education work and also part rehabilitation work, I should like to know the number and the amount that is being paid entirely out of the rehabilitation fund, and, of course, all of those doing exclusively vocational-education work who are being partly or totally paid out of the rehabilitation fund. Of course, you will understand that this is not a discourtesy to you, but I just want to find out how it is being done.

Mr. DOLAN. Yes, sir. As stated to the chairman, when this work started, as you will understand, everybody had to pitch in and do a little bit of everything. We worked nights and days and Sundays, the employees of vocational education, on this vocational rehabilitation work, and it was only after the work got started and underway that we could get those people back into their old places.

Mr. ROBSION. That may sound well for the beginning, but we have been started two years, going on, and while it may have been an excuse then——

Mr. DOLAN (interposing). A bad beginning will make a good ending?

Mr. ROBSION. I hope so. That is all.

Mr. BLANTON. Mr. Dolan, you have been the disbursing officer how long?

Mr. DOLAN. Since September 24, 1917.

Mr. BLANTON. Ever since that work began?

Mr. DOLAN. Yes, sir.

Mr. BLANTON. What business were you engaged in before you became the disbursing officer?

Mr. DOLAN. I was in the office of the purchasing agent of the Post Office Department.

Mr. BLANTON. The purchasing agent?

Mr. DOLAN. I was not the purchasing agent, but I was in the office of the purchasing agent.

Mr. BLANTON. What were you?

Mr. DOLAN. A clerk.

Mr. BLANTON. A clerk?

Mr. DOLAN. Yes, sir.

Mr. BLANTON. What salary were you getting at that time?

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Mr. DOLAN. $1,600 with the bonus.
Mr. BLANTON. You were getting $1,600 a year with the bonus of $120 at that time?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. That made your salary $1,720?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. And later, when the bonus was increased—you did not come in under the $240 bonus?
Mr. DOLAN. No, sir.
Mr. BLANTON. That was before you went into this disbursing office?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. When you first went into the disbursing office, what was your salary?
Mr. DOLAN. $2,100 per annum.
Mr. BLANTON. With the bonus?
Mr. DOLAN. I did not receive the bonus; the Federal board employees——
Mr. BLANTON (interposing). They are not included under that class?
Mr. DOLAN. No, sir.
Mr. BLANTON. What is your salary now?
Mr. DOLAN. Three thousand dollars.
Mr. BLANTON. When was it increased to $3,000?
Mr. DOLAN. October last.
Mr. BLANTON. In 1917, on the date you have mentioned, you were a clerk in the Post Office Department, in the purchasing agent's department there, drawing a salary of $1,600 with the $120 bonus?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. Then your salary was immediately increased to $2,100 when you went into this work?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. And you drew $2,100 until October, 1918?
Mr. DOLAN. No, indeed; I drew $2,100 until the following May.
Mr. BLANTON. May, 1918?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. Then what did you draw?
Mr. DOLAN. Two thousand five hundred dollars.
Mr. BLANTON. How long did you draw $2,500?
Mr. DOLAN. Until the 1st of July.
Mr. BLANTON. Then it was increased to what?
Mr. DOLAN. Two thousand eight hundred dollars.
Mr. BLANTON. How long did you draw $2,800?
Mr. DOLAN. Until October 1st.
Mr. BLANTON. Then what was it increased to?
Mr. DOLAN. Three thousand dollars.
Mr. BLANTON. How long did you draw $3,000?
Mr. DOLAN. Since October 1 last.
Mr. BLANTON. You are drawing $3,000 now?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. Was it October, 1918, when you began to draw $3,000—not last October?
Mr. DOLAN. October, 1919.

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Mr. BLANTON. 1919?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. What agency or power brought about these various increases?
Mr. DOLAN. There was no agency; I can not think of any power.
Mr. BLANTON. Did you ask for them?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. Each time?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. To whom did you go?
Mr. DOLAN. Dr. Prosser.
Mr. BLANTON. You went to Dr. Prosser?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. And each time you asked for an increase he gave it to you?
Mr. DOLAN. No; he did not.
Mr. BLANTON. You asked for a number of increases that you did not get?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. You got a pretty good number?
Mr. DOLAN. I think not, Mr. Blanton. I think I am very poorly paid.
Mr. BLANTON. Were you poorly paid when you got $1,600 in the Post Office Department?
Mr. DOLAN. I certainly was.
Mr. BLANTON. For the kind of work you were doing there?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. And your qualifications?
Mr. DOLAN. I was poorly paid; yes, sir.
Mr. BLANTON. Are you a college man?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. What college?
Mr. DOLAN. Georgetown.
Mr. BLANTON. What degree?
Mr. DOLAN. LL. B.
Mr. BLANTON. When did you get it?
Mr. DOLAN. In 1910.
Mr. BLANTON. Did you get it while you were at work for the Government?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. You were working for the Government at a salary and went to George Washington——
Mr. DOLAN (interposing). Not George Washington but Georgetown.
Mr. BLANTON. And went to Georgetown at the same time?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. What pay rolls have you ever been in charge of other than this one?
Mr. DOLAN. In the Government?
Mr. BLANTON. Anywhere.
Mr. DOLAN. None outside of the Federal Board for Vocational Education; I am not in charge of the pay rolls; I only pay them.
Mr. BLANTON. You are the disbursing officer?

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Mr. DOLAN. Yes, sir.

Mr. BLANTON. Is not the disbursing officer in charge of the pay roll?

Mr. DOLAN. Perhaps we do not understand each other. The pay roll is submitted to me for payment.

Mr. BLANTON. He is the prime officer in charge of the pay roll, the man who is disbursing officer?

Mr. DOLAN. The physical thing; yes, sir.

Mr. BLANTON. If it were not for your function there would not be any result from a pay roll, would there?

Mr. DOLAN. No, sir.

Mr. BLANTON. So it takes your action to make the pay come on the pay roll?

Mr. DOLAN. Yes, sir.

Mr. BLANTON. In the years which you have been the disbursing officer for the Federal Board for Vocational Training since 1917 approximately how many million dollars have you disbursed of Government funds?

Mr. DOLAN. About $26,000,000.

Mr. BLANTON. There is in process now legislation that will put into your hands for disbursement altogether something over $150,000,000, is there not?

Mr. DOLAN. No, sir; I think you mean——

Mr. BLANTON (interposing). I mean the whole fund that is going into your hands this year and next by reason of legislation that is now being considered by Congress.

Mr. DOLAN. I understand there is $90,000,000 now in process.

Mr. BLANTON. There is that much in the sundry civil bill now before Congress?

Mr. DOLAN. Yes, sir.

Mr. BLANTON. The sundry civil bill which is now before Congress?

Mr. DOLAN. Yes, sir.

Mr. BLANTON. In one bill alone?

Mr. DOLAN. Yes, sir.

Mr. BLANTON. I do not know whether the other members of the committee want it, but I should like to have it, as one member of the committee, and will you please make a list of every employee to whom you have disbursed Government checks, their names, their residences, and their occupations?

Mr. DOLAN. I would not be able to give you the residences.

Mr. BLANTON. Well, do you not have that in your books?

Mr. DOLAN. No, sir.

Mr. BLANTON. Is that not submitted to you in the certifications by Mr. Munroe?

Mr. DOLAN. Not the residences.

Mr. BLANTON. Then you do not know whether a man——

Mr. DOLAN (interposing). You mean the locations?

Mr. BLANTON. Yes, sir.

Mr. DOLAN. I can give you the locations.

Mr. BLANTON. That is what I want, the location of his work, the name of the employee, his occupation, his location, the amount of salary that he has received through your disbursements for the months of March and April, 1920, for those two months.

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Mr. DOLAN. Yes, sir.

Mr. BLANTON. How soon could we have that statement?

Mr. DOLAN. I think that I will be able to get it for you in a couple of days.

Mr. BLANTON. I wish you would. Then I should like to have it go into the record—just certain portions of it under certain classifications.

I understand from the interrogations made by the gentleman from Kentucky that all you have to do with this pay roll is merely to take the certification given you by Mr. Munroe that a certain party has been put on the pay roll and is entitled to so much salary, and you issue a check?

Mr. DOLAN. That is not exactly all of it.

Mr. BLANTON. What else is there? That is all I gathered from your answers.

Mr. DOLAN. I think, perhaps, I did not answer Mr. Robsion fully. I get a copy of the order of appointment.

Mr. BLANTON. Is not that a part of the certification?

Mr. DOLAN. No, sir. That comes before. You must be appointed and then your name is placed on the pay roll.

Mr. BLANTON. You have an order of appointment?

Mr. DOLAN. Yes, sir.

Mr. BLANTON. And a certification. Do you have anything else?

Mr. DOLAN. Of course, the appointment is put in the records of the board, and that stands good until you resign or are promoted, and then you come under another appointment.

Mr. BLANTON. That is, you have the order of appointment and the certification that he is entitled to so much salary?

Mr. DOLAN. And the oath of office.

Mr. BLANTON. And also a certificate to show that he has taken the oath of office?

Mr. DOLAN. Yes, sir.

Mr. BLANTON. A perfunctory oath of office?

Mr. DOLAN. I do not think so. It is prescribed by law.

Mr. BLANTON. In some cases the oath is perfunctory?

Mr. DOLAN. I do not know as to that.

Mr. BLANTON. If the chairman will permit me to use the kind of an expression that we sometimes use in west Texas, you do not care a tinker's damn about anything else as to the payment of the money other than what you have just mentioned?

Mr. DOLAN. I think that is wholly unfair, Mr. Blanton.

Mr. BLANTON. I gathered that from your answers to the questions of the distinguished gentleman from Kentucky—just so the fellow had been appointed—just so that Mr. Munroe certified that he was entitled to so much salary, you did not care, as the disbursing officer, whether that man was giving any service to the Government or not—that is what I gathered from your statements.

Mr. DOLAN. Why, certainly, I care.

Mr. BLANTON. You do not concern yourself about the matter?

Mr. DOLAN. I do not go around to each section, division, or department, to see whether or not a person——

Mr. BLANTON (interposing). You do not concern yourself on the question of whether or not the men to whom you disburse Govern-

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ment money really are performing the service they are expected to perform?

Mr. DOLAN. I am concerned; but each person who is performing service for the Federal board is doing it under some head, and the head certifies to that.

Mr. BLANTON. But I gather from what you have said that all you care about is to see that there is a proper appointment, that the oath of office was on file, and that Mr. Munroe certified that a party should receive such-and-such salary—I understand from you that that is all you concern yourself about?

Mr. DOLAN. These things are certified to me by those people who know.

Mr. BLANTON. Do you or do you not make any investigation whatever to see that the men to whom you are disbursing this money really perform the services for which designated?

Mr. DOLAN. I do not.

Mr. BLANTON. You do not care?

Mr. DOLAN. Certainly, I care; but it is not my business to see whether or not a person is performing service. If I should go into some department and ask whether somebody was doing his work, I would be interfering with somebody else. He might come in and ask me if I was doing my work.

Mr. BLANTON. You spoke of men on the pay roll in one capacity who were employed as press agents; you spoke of that a while ago?

Mr. DOLAN. There was some mention of that; yes, sir.

Mr. BLANTON. I go further than our distinguished chairman, and I say to you on my responsibility as a member of this committee and of Congress that if there is money appropriated for a certain fund, for instance, to be used in a certain way and for a certain purpose and you permit that money to be disbursed to another function of this Government, you are violating the law of this land. Did you know that?

Mr. DOLAN. Yes, sir.

Mr. BLANTON. If you are paying the employees of the Vocational Board money out of the appropriation for this rehabilitation fund, you are violating the law, did you not know that?

Mr. DOLAN. I am not sure that I am violating the law.

Mr. BLANTON. I can tell you that you are.

Mr. DOLAN. I am not sure.

Mr. BLANTON. No employee of this Government has the right to disburse money that is appropriated for a specific purpose by Congress for another and different purpose. You realize that, do you not?

Mr. DOLAN. Oh, yes.

Mr. BLANTON. Have you followed that course?

Mr. DOLAN. I thought I made it plain when I stated to the chairman that when we started off with this work everybody had to do a little bit of everything.

Mr. BLANTON. Yes; when you started it, but there ought to be some finish to it?

Mr. DOLAN. Yes; that is true.

Mr. BLANTON. Have you not realized that the law applies when you start as well as when you finish it?

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Mr. DOLAN. True; but sometimes we have to make it a little elastic to get started, which was the case.

Mr. BLANTON. Are there any employees that you know of on either one of these boards that are getting payments from both funds?

Mr. DOLAN. Now—no, sir.

Mr. BLANTON. Have there been any?

Mr. DOLAN. Yes, sir.

Mr. BLANTON. How many?

Mr. DOLAN. Five, I think.

Mr. BLANTON. They got salaries from one fund and salaries from another fund?

Mr. DOLAN. No, sir; they got one salary, but it was paid from two funds.

Mr. BLANTON. They received only one salary?

Mr. DOLAN. Yes, sir.

Mr. BLANTON. Who were those five persons?

Mr. DOLAN. The director, the chief of the division of research——

Mr. BLANTON (interposing). Referring to the director, what divisions were made in his case?

Mr. DOLAN. He was paid a salary of $10,000, $5,000 of which was paid from the appropriation salaries and expenses, Federal Board for Vocational Education, and the remainder from the appropriation for vocational rehabilitation.

Mr. BLANTON. Is that being done now?

Mr. DOLAN. No, sir.

Mr. BLANTON. What process is followed now with regard to his salary?

Mr. DOLAN. We have no director now.

Mr. BLANTON. Well, your acting director.

Mr. DOLAN. We have no acting director. We have a chief of the Division of Rehabilitation, to whom has been assigned the matters relating to that work, and he is paid from the appropriation for vocational rehabilitation.

Mr. BLANTON. Who is the second officer of those five? Name him.

Mr. DOLAN. That is the chief of the Division of Research. He has resigned.

Mr. BLANTON. In what way was he paid, or what was the division?

Mr. DOLAN. He was paid one salary, split between two appropriations.

Mr. BLANTON. What was the salary, and how was it split?

Mr. DOLAN. One half of it was from the vocational education appropriation and the other half was from the vocational rehabilitation appropriation.

Mr. BLANTON. How much was he paid from the two funds?

Mr. DOLAN. $5,000.

Mr. BLANTON. $2,500 from each appropriation?

Mr. DOLAN. Yes, sir.

Mr. BLANTON. Is that being carried on now, or was it carried on up to the time he resigned?

Mr. DOLAN. No, sir; we are not splitting any salaries now.

Mr. BLANTON. Who are the other three?

Mr. DOLAN. Mr. D. J. Richardson, the legal adviser.

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Mr. BLANTON. How was his salary split, or in what amounts?
Mr. DOLAN. Half from one appropriation and half from the other.
Mr. BLANTON. What was his salary?
Mr. DOLAN. I think he was getting $3,000 at the time.
Mr. BLANTON. What is he getting now?
Mr. DOLAN. $4,000.
Mr. BLANTON. His raise of $1,000 was made when?
Mr. DOLAN. I do not recall.
Mr. BLANTON. You have some idea about it, have you not? Can you give us an approximation? Was it within one month, two months, or six months?
Mr. DOLAN. I think he was promoted from $3,500 on the 1st of July to $4,000, but I am not sure of that statement.
Mr. BLANTON. Who were the others?
Mr. DOLAN. Myself.
Mr. BLANTON. You were paid from two funds?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. Are you paid from two funds now?
Mr. DOLAN. No, sir.
Mr. BLANTON. Who was the fifth one?
Mr. DOLAN. Mr. C. E. Alden, the chief clerk.
Mr. BLANTON. Who was that?
Mr. DOLAN. Mr. C. E. Alden, the chief clerk of the board.
Mr. BLANTON. Mr. Dolan, while you were working in the Post Office Department were you ever an official of any Federal employees' organization here in Washington?
Mr. DOLAN. No, sir.
Mr. BLANTON. Did you belong to one?
Mr. DOLAN. No, sir.
Mr. BLANTON. Have you ever belonged to one?
Mr. DOLAN. No, sir.
Mr. BLANTON. Did you ever belong to an organization that is affiliated with what is called the American Federation of Labor?
Mr. DOLAN. I was at one time.
Mr. BLANTON. When?
Mr. DOLAN. I think it was about 1903 or 1904.
Mr. BLANTON. What organization was that?
Mr. DOLAN. The Commercial Telegraphers' Union.
Mr. BLANTON. You were a member of the Commercial Telegraphers' Union?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. You were a telegrapher yourself?
Mr. DOLAN. Yes, sir.
Mr. BLANTON. I do not believe I have any further question, Mr. Chairman.
Mr. BURROUGHS. Mr. Dolan, are you the disbursing officer of the board?
Mr. DOLAN. Yes, sir.
Mr. BURROUGHS. And you have been for how long a time?
Mr. DOLAN. Since September 24, 1917.
Mr. BURROUGHS. You have some assistants in that work?
Mr. DOLAN. Yes, sir.
Mr. BURROUGHS. How many?

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Mr. DOLAN. Well, I have two deputies.

Mr. BURROUGHS. What do those men receive?

Mr. DOLAN. One receives $2,400 per annum and the other receives, I think, $1,320. She simply signs her name as deputy to the checks.

Mr. BURROUGHS. Is that the only help you have in your division?

Mr. DOLAN. No, sir; I have a clerical force.

Mr. BURROUGHS. How large is that force?

Mr. DOLAN. About 75 or 80 employees.

Mr. BURROUGHS. Now, as I understand it, you not only pay the employees of the board, wherever they may be, upon such evidence as you have referred to here, but it is also your duty to pay all claims and all bills, whatever they may be, that the board may be owing.

Mr. DOLAN. Yes, sir.

Mr. BURROUGHS. Do you do that?

Mr. DOLAN. Yes, sir.

Mr. BURROUGHS. Have you always had sufficient funds to do that since you became the chief disbursing officer of the board?

Mr. DOLAN. No, sir.

Mr. BURROUGHS. When have you not had sufficient funds to do that?

Mr. DOLAN. We had to stop making payment of vouchers in the latter part of June, 1919, and during the month of July of the same year.

Mr. BURROUGHS. You had more vouchers than you had funds to meet them with?

Mr. DOLAN. Yes, sir.

Mr. BURROUGHS. How much more?

Mr. DOLAN. Well; we stopped payment of the vouchers because the appropriations were running very low, but the appropriations never gave out.

Mr. BURROUGHS. But there was a period of six weeks or two months——

Mr. DOLAN (interposing). Yes, sir.

Mr. BURROUGHS (continuing). When you were unable to square up all of the vouchers representing bills against the board?

Mr. DOLAN. Yes, sir.

Mr. BURROUGHS. And that period was in June and July of last year, or 1919?

Mr. DOLAN. Yes, sir; and a part of August—I think the first part of August.

Mr. BURROUGHS. Is it a part of your duty to see that all vouchers conform to the Government regulations?

Mr. DOLAN. Yes, sir.

Mr. BURROUGHS. It is your duty to see that the vouchers that come to you are properly made out?

Mr. DOLAN. Yes, sir.

Mr. BURROUGHS. In accordance with the regulations of the Treasury Department?

Mr. DOLAN. Yes, sir.

Mr. BURROUGHS. If the voucher does not accord with the regulations, it is your duty to send it back and see that it is made out properly?

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Mr. DOLAN. Yes, sir.

Mr. BURROUGHS. That is right, is it?

Mr. DOLAN. Yes, sir.

Mr. BURROUGHS. To what extent, since you became disbursing officer, have you had to do that?

Mr. DOLAN. To a great extent, Mr. Burroughs. That was one of our troubles—the claimants did not comply with the rules and regulations of the Treasury Department.

Mr. BURROUGHS. Are those rules and regulations rather numerous, complex, and technical?

Mr. DOLAN. Yes, sir; very. I would not say that they are complex. After they are understood, I think they are simple enough, but somehow most people have a little difficulty in getting started with them.

Mr. BURROUGHS. You have had more or less trouble, then, along that line ever since you have been disbursing officer?

Mr. DOLAN. Yes, sir; and we are having it yet, Mr. Burroughs.

Mr. BURROUGHS. The next question I was going to ask you was whether those troubles seem to be decreasing?

Mr. DOLAN. Yes, sir; they are diminishing very rapidly.

Mr. BURROUGHS. So that, as a practical matter, the people are now getting an idea of how to do it?

Mr. DOLAN. Yes, sir.

Mr. BURROUGHS. Would it be a possible or practical thing now, in your judgment, to put an agent or official of the board in each district office to have supervision of the work of disbursing, so that a large part, if not all, of this disbursing might be done from the district offices instead of from the central office? Could that be done?

Mr. DOLAN. It could be done, but I would advise strongly against it, and I have advised against it ever since the very inception of this work.

Mr. BURROUGHS. Why?

Mr. DOLAN. Because if you should have 14 disbursing agents in the field, the central office would lose administrative control of those 14 officers, in my opinion.

Mr. BURROUGHS. Do you think that would be a serious defect?

Mr. DOLAN. I think it would at this time, or, at least, it would have been while we were organizing this work. The work may soon get so that we could do that, but I advised strongly against it at the outset.

Mr. BURROUGHS. Do you not think it causes delay, for instance, if somebody up in northern New York has a claim against the board and makes out the voucher as best he can and sends it down here, or, as he would naturally do, sends it to the New York office or the district office first? They have no power in the matter, and send it on to Washington, and when the voucher gets here it is found that it is not properly made out, we will say. Now, then, as I understand it, you have to send that voucher back and have it made over again?

Mr. DOLAN. Yes, sir.

Mr. BURROUGHS. Whereas, if it could be sent down to the district office in New York and the whole thing attended to there, would it not save considerable time?

Mr. DOLAN. There is no doubt about that.

Mr. BURROUGHS. Has there not been a good deal of complaint because of the delay in the payment of bills?

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Mr. DOLAN. Yes, sir.

Mr. BURROUGHS. Has not a good deal of that delay been caused on account of the fact that, as you say, parties have not known how to make out vouchers, or, knowing how to make out the vouchers, have not made them out in accordance with the regulations, and they have to be sent back to be made out over again?

Mr. DOLAN. That is true, Mr. Burroughs, but I think there is something else involved. The claimant may submit a voucher to the New York office for payment, and the New York office may think that the voucher is in proper form and send it to Washington. Now, we may find out here that it is not in proper form and send it back to the New York office to be remedied. If the disbursing agent in the New York office had paid the voucher, you can see what trouble would be caused with the Treasury Department.

Mr. BURROUGHS. Would it not be possible for you to so instruct a few men that they might act as your agents—and I mean by that agents of the central board, and not agents of the district boards at all—to stay in the district offices so as to save time and avoid delays in the settlement of these claims? Could you not yourself as the head of your department instruct a dozen or 15 men so that they might be placed in each office, as you have now, as I understand it, placed an eligibility man at each district office, so that those men, acting under your instructions, might pass on those claims in order that there might be uniformity about it, and in order that there might not be confusion? Could not that be done with advantage to everybody?

Mr. DOLAN. That would be very desirable, but I doubt whether it would be practicable. At the very outset we had what we called training classes here in Washington. We brought men to Washing, and I used to appear before them for two or three hours; but despite the fact that we tried to drive it home to them as to what ought to be done and what had to be done in order to get the accounts through, the accounts did not come through properly; and in Washington to-day we are having trouble in getting men qualified to handle Government accounts. We can not get them for my own office.

Mr. BURROUGHS. It must be a rather complicated and technical matter.

Mr. DOLAN. It is a complicated and technical matter. You must be familiar with 25 volumes of decisions by the Comptroller of the Treasury before you can do this work, because there are so many difficulties that come up.

Mr. REED. Did you say you would have to be familiar with 25 volumes?

Mr. DOLAN. Yes, sir; 25 volumes of the decisions of the Comptroller of the Treasury.

Mr. BURROUGHS. That is due to the conditions and restrictions imposed by the Treasury Department?

Mr. DOLAN. It is the system of checks and balances placed by Congress upon appropriations, and the decisions of the Comptroller of the Treasury regarding them.

Mr. BURROUGHS. I think that is all, Mr. Chairman.

Mr. ROBSION. You spoke of Mr. Richardson as being on the pay roll with a split salary.

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Mr. DOLAN. Yes, sir.

Mr. ROBSION. I noticed this report submitted by the board of the persons who were on the pay roll with split salaries, on the Washington staff, and it does not include the name of Mr. Richardson.

Mr. DOLAN. I believe his name is there, Mr. Robsion.

Mr. ROBSION. You can look it up.

Mr. DOLAN. I can look it up and let you know about it, but I think his name is there.

The CHAIRMAN. You may be excused, Mr. Dolan.

TESTIMONY OF MR. WALTER I. HAMILTON, SUPERINTENDENT OF ADVISEMENT AND TRAINING, FEDERAL BOARD FOR VOCATIONAL EDUCATION, WASHINGTON, D. C.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Mr. Hamilton, state to the committee what your present work is.

Mr. HAMILTON. Superintendent of advisement and training.

The CHAIRMAN. How far-reaching is that work?

Mr. HAMILTON. May I read to you from the original organization manual of the board?

The CHAIRMAN. Does the committee want the statement read, or would the committee prefer to proceed with the examination? How long is the statement?

Mr. HAMILTON. Two paragraphs.

The CHAIRMAN. That is all right.

Mr. HAMILTON (reading):

To perform such duties as are assigned by the chief of the division. These will be of four main kinds: Recommendations as to policies and procedure by the central and district officers for the fields of work of the respective superintendents composing the staff; organization of the work of their respective departments in the central office; inspection and supervision of the work in the district vocational offices as directed by the chief; and such other duties as may develop or be assigned.

Specifically, for the superintendent of advisement and training—

1. Courses of study.
2. Instructors: Selection, training, pay, assignment.
3. Facilities: Plant and equipment.
4. Methods of instruction.
5. Inspection and supervision of training and advisement.
6. Vocational advisers in hospitals: Selection, training, pay, assignments, duties, helps.
7. Advisory duties of board regarding occupational therapy.
8. Relation of occupational therapy to subsequent reeducation.
9. Arrangements for training, both existing and new.
10. Correspondence instruction.

The CHAIRMAN. There are 10 divisions of activity that you have enumerated. Are you superintendent of all those?

Mr. HAMILTON. Yes, sir; for the central office.

The CHAIRMAN. What was your work before you took this superintendency?

Mr. HAMILTON. I have been superintendent of advisement and training from August, 1918, to the present time.

The CHAIRMAN. What had you done?

Mr. HAMILTON. From January to August, 1918, I was with the Federal Board for Vocational Education as special agent for war-

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training courses. From 1912 to 1918 I was with the Massachusetts Board of Education.

The CHAIRMAN. You are going back.

Mr. HAMILTON. Yes, sir. From 1905 to 1912 I was principal of a special sort of school at New Bedford, Mass. From 1903 to 1905 I was in Indianapolis, Ind., as district supervising principal. From 1900 to 1903 I was principal of a grammar school in Calais, Me. From 1898 to 1900 I was submaster in the science department of the high school at Rockland, Mass. I am reading from a synopsis of the statement that I filed with the Civil Service Commission.

The CHAIRMAN. That covers the period up to the present time, dating back how far?

Mr. HAMILTON. From 1898 to the present time.

The CHAIRMAN. Where were you graduated?

Mr. HAMILTON. From the high school at Biddeford, Me.; Normal School, Bridgewater, Mass.; special courses, 1897, Harvard; summer course, 1901–1903, Harvard; 1898 at Clark University; winter courses at Massachusetts Institute of Technology, 1898 and 1899.

The CHAIRMAN. What degree do you hold?

Mr. HAMILTON. None.

The CHAIRMAN. What salary were you commanding when you were appointed superintendent of this work?

Mr. HAMILTON. I was drawing $3,500 from the Federal Board for Vocational Education as special agent when appointed to this position.

The CHAIRMAN. What was your salary prior to your appointment by the Federal Board?

Mr. HAMILTON. My salary was $2,800, but the Massachusetts board voted an increase to $3,500, effective June 30, 1918, but, incidentally, by other activities, including lecturing and writing, I made a considerable amount of money outside of my salary.

The CHAIRMAN. Was it at a sacrifice of salary that you took this position?

Mr. HAMILTON. I lost several hundred dollars the first six months I came with the Federal board, from January to June, as compared with the earnings for the same period of the previous year.

The CHAIRMAN. What salary are you getting now?

Mr. HAMILTON. $4,000.

The CHAIRMAN. When was your salary fixed at $4,000?

Mr. HAMILTON. I think my first pay check was dated July 15, 1918, at that salary.

The CHAIRMAN. Who is your immediate superior?

Mr. HAMILTON. At the present time?

The CHAIRMAN. Yes.

Mr. HAMILTON. Mr. Lamkin, the chief of the division.

The CHAIRMAN. You are responsible to him?

Mr. HAMILTON. Yes, sir.

The CHAIRMAN. You were employed by whom?

Mr. HAMILTON. By the Federal Board for Vocational Education.

The CHAIRMAN. Upon the recommendation of the director?

Mr. HAMILTON. At the time I was appointed; yes, sir.

The CHAIRMAN. Does your province comprehend the sending out of any orders to the various divisions from the central office?

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Mr. HAMILTON. Directly, no, sir; to the divisions of the district offices. I prepare for the approval of the chief and for his signature instructions and information.

The CHAIRMAN. Who sends it out, or who sends out what you prepare?

Mr. HAMILTON. When it is sent out, it goes over the signature of the chief of the division.

The CHAIRMAN. Does he sign the order?

Mr. HAMILTON. We are using "order" as the same term or in the same way as "instructions and information."

The CHAIRMAN. I mean the ones that you send out.

Mr. HAMILTON. I do not send orders to the district offices.

The CHAIRMAN. You prepare——

Mr. HAMILTON. Instructions and information.

The CHAIRMAN. What is your differentiation between instructions and orders?

Mr. HAMILTON. Instructions usually relate to matters of procedure by which business is done. Information letters may, for example, concern the facilities for training disabled men at a given point in a district disseminated for the benefit of all districts.

The CHAIRMAN. You stated in the first paragraph you read that you covered policies.

Mr. HAMILTON. Recommendations as to policies.

The CHAIRMAN. You prepare them?

Mr. HAMILTON. I prepare recommendations as to policies addressed to the chief of the division and the standing committee. After the standing committee and the chief adopt them I administer them within these fields.

The CHAIRMAN. Does an instruction ever become an order?

Mr. HAMILTON. An instruction becomes an order when signed by the chief of the division.

The CHAIRMAN. Who is responsible for the instruction?

Mr. HAMILTON. The chief of the division.

The CHAIRMAN. Who prepares the instruction?

Mr. HAMILTON. For his signature?

The CHAIRMAN. Well, such as you send out.

Mr. HAMILTON. Various people prepare recommendations for instructions, which may or may not be adopted by the chief.

The CHAIRMAN. I understood you to say a moment ago that you prepared instructions.

Mr. HAMILTON. I prepare subject matter for presentation to the chief.

The CHAIRMAN. Who is responsible for the instructions?

Mr. HAMILTON. The chief.

The CHAIRMAN. Who is responsible for the orders sent out?

Mr. HAMILTON. The chief.

The CHAIRMAN. What obligations or responsibilities have you under the chief?

Mr. HAMILTON. To prepare recommendations in matters relating to my department for his consideration and adoption by the proper officials; to prepare letters of instruction or information that may be needed to carry policies into effect, and other duties previously enumerated.

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The CHAIRMAN. Then the chief is really responsible for the instructions that you prepare?

Mr. HAMILTON. Yes; and they never get out until he approves them.

The CHAIRMAN. Who is responsible for the instructions prepared by persons other than yourself under or within your organization, or do you prepare all that are prepared?

Mr. HAMILTON. Any member of my staff may come to me with recommendations, but before any instructions go out as a guide for action they must bear the approval of the chief of the division.

The CHAIRMAN. So that, just as he would be responsible as chief for anything that he sends out prepared by you, you would be responsible for anything that one of your subordinates prepared and that you sent to the chief?

Mr. HAMILTON. I would take responsibility for anything which I forwarded to the chief for his approval.

The CHAIRMAN. What do you know about this "hard-boiled" order?

Mr. HAMILTON. I do not know of any "hard-boiled" order.

The CHAIRMAN. What do you know about the one that is spoken of as the "hard-boiled" order? You know about that, of course, because everybody has been reading about it. You have seen such an order, have you not? Probably there is a quibble on the word "order." If so, suppose you call it a memorandum instead of an order. Has any member of the committee a copy of this document? Let me read some items from the "hard-boiled" order: Item No. 5 reads, "The organs used in approving cases are the eyes and the brains. The ears and heart do not function. Be hard-boiled."

Mr. HAMILTON. I know the paper to which you refer, sir, but it has not the force of an order and never did have the force of an order.

The CHAIRMAN. Mr. Hamilton, this committee is not doing any pettyfogging business, and we will not try to trip you or do anything of that sort. We want you to be as frank with the committee as we are going to be with you. There is something here that we ought to get at, and it will be better to get at it in a perfectly frank way and not try to cover up anything. Let us not quibble about the word "order."

Mr. HAMILTON. I did no want to be understood as admitting that this paper ever had the force of an order, and with that understanding I can answer any questions. It has been represented as having gone out of the Federal board office as an order, which it never did to my knowledge. Now, I can tell you all I know about it.

The CHAIRMAN. Please tell us how it came about and what became of it.

Mr. HAMILTON. I read last night from the last volume of testimony, I think, the statement which was filed with you by Mr. Lamkin, or by Mr. Munroe, and prepared by Mr. Lamkin, regarding the history of this memorandum. That memorandum entitled "Helpful Hints for Case Board Representatives" was written in the office. I saw it, but paid no particular attention to it. It never had the force of an order in my section. After it was revised, it was distributed to the central office case board representatives. It was not

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printed in the newspapers in revised form. It has been stated that a man named Becker, who was at that time working in Oklahoma territory, had a copy of the original draft. My office—that is, my section—was charged with the responsibility of sending out to field agents working under my direction all copies of information and instructions. The chief of the division has stated to you that a copy of the original draft went out probably through my section, if Mr. Becker had it. If so, it went out as a mistake of which I had no knowledge at the time. Mr. Becker was acting as representative of the training section in Oklahoma, and as a representative of the case board in approving cases. He had a dual capacity. We were forwarding to him from my section all letters of information and instruction. Further than that, I have no knowledge of the distribution of any of those papers called "Helpful Hints for Case Board Representatives."

The CHAIRMAN. You spoke of it as having been revised. Who revised it?

Mr. HAMILTON. That I do not know. I know that the original draft was casually discussed when we were in the convention hall.

The CHAIRMAN. Did you see the original draft?

Mr. HAMILTON. I think I did.

The CHAIRMAN. Who prepared it?

Mr. HAMILTON. Dr. Brigham made the original draft.

The CHAIRMAN. Is Dr. Brigham connected with the staff here?

Mr. HAMILTON. Dr. Brigham at that time was chairman of the case board.

The CHAIRMAN. Is he still connected with the board in any way?

Mr. HAMILTON. He is; yes, sir.

The CHAIRMAN. Judge Towner will now proceed with the examination of Mr. Hamilton.

Mr. TOWNER. Referring to this memorandum here, as it is called, it seems that in some way or other a copy was released or got out before any changes had been made in it by Mr. Lamkin.

Mr. HAMILTON. It is so stated in the record—that is, that Mr. Becker wrote in to the chief that he had received a copy, and Mr. Lamkin promptly wrote back, as the correspondence in the record indicates.

Mr. TOWNER. The phrase "hard-boiled" that was in the original copy that was presented to Mr. Lamkin, he says, was marked out. Do you know anything about that, Mr. Hamilton?

Mr. HAMILTON. I know about it only as the chief has testified. I never thought of this thing for months until that article appeared in the Post. I happened to be in New York and saw it there.

Mr. TOWNER. Of course, we simply want to know your personal knowledge regarding the matter. Suppose you commence at the beginning. You say you saw this memorandum. Was that after it had been changed by Mr. Lamkin or before?

Mr. HAMILTON. I saw both.

Mr. TOWNER. When you saw the first one, how did you happen to see it?

Mr. HAMILTON. Mr. Brigham and I were working in the office one night, and he brought along a paper containing these so-called "Helpful hints."

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Mr. TOWNER. What did you do with it?

Mr. HAMILTON. To the best of my knowledge and belief, I returned it.

Mr. TOWNER. To whom?

Mr. HAMILTON. To Mr. Brigham.

Mr. TOWNER. Was that submitted to you for your approval?

Mr. HAMILTON. No, sir; just as a casual matter of business.

Mr. TOWNER. Was it within your jurisdiction to send that out as an order if it had been approved as an order?

Mr. HAMILTON. No, sir. Do you mean to actually mail it?

Mr. TOWNER. Yes.

Mr. HAMILTON. It was within my jurisdiction to send out any orders after having been approved by the chief to any representatives working under my direction; yes, sir.

Mr. TOWNER. Did it receive your approval for the consideration of the chief?

Mr. HAMILTON. No approval was asked for. It did not receive anything.

Mr. TOWNER. As it went to the chief, then, it did not have your apporval?

Mr. HAMILTON. No, sir.

Mr. TOWNER. Did you make any comment upon it to Mr. Brigham?

Mr. HAMILTON. I remember having a conversation to this effect with Mr. Brigham: There were two men working on the eligibility squad. (It was not called the eligibility squad at that time), but they were working as case-board representatives, and they had carried remarks regarding the efficiency of one office to another office, and I suggested to Mr. Brigham that something should be done to call the attention of these young men to the fact that they should not gossip in one district office about the affairs or personnel of another district office. I remember that conversation, and I remember, also, asking him if he thought that a short, pithy statement of what to do and what not to do would be received by those men or remembered better than a more official statement, or something more in the nature of a Government document He said it would. That is all the conversation I remember about it.

Mr. TOWNER. Was it submitted by Mr. Brigham to you for the purpose of having your consideration of it and for the purpose of having your recommendation to the chief of this as matter to be sent out to the men in the field?

Mr. HAMILTON. I think not. I think it was just an ordinary suggestion. We frequently discuss things of importance or of minor importance—that is, as to what is the best thing to do in any given case in any given matter of procedure.

Mr. TOWNER. Did you approve the "hard-boiled" order as it is called, when it was submitted to you?

Mr. HAMILTON. The final draft, sir?

Mr. TOWNER. No; the first one.

Mr. HAMILTON. I did not approve or disapprove it. It was simply a casual conversation between Dr. Brigham and myself.

Mr. TOWNER. If you did not disapprove it, being the superior in the office, would that not be taken as an approval?

Mr. HAMILTON. Do you mean as the superior to Dr. Brigham?

Mr. TOWNER. Yes.

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Mr. HAMILTON. No such relation existed.

Mr. TOWNER. You were the person through whom orders had to go out officially?

Mr. HAMILTON. Only as they related to training. I had nothing to do with eligibility.

Mr. TOWNER. Then, why was it submitted to you?

Mr. HAMILTON. Will you permit me to use an illustration?

Mr. TOWNER. I would like for you to answer the question.

Mr. HAMILTON. I do not know. There was no submitting about it. It was a casual conversation. Mr. Brigham said, "I am thinking of sending something to this effect," or, "I am thinking of sending something of this kind to my representatives"; just the same as I might say to him, "I am thinking of sending this kind of information about training facilities in a district. What do you think about it?"

Mr. TOWNER. I see. Then, you were not called upon to either approve or disapprove?

Mr. HAMILTON. No, sir; Mr. Brigham and myself were coordinates at the time.

Mr. TOWNER. And you did not either approve or disapprove?

Mr. HAMILTON. No, sir.

Mr. TOWNER. When did you next see this paper?

Mr. HAMILTON. I saw it after Mr. Lamkin returned to Washington. He was out at the time of the original conversation.

Mr. TOWNER. How did you happen to see it at that time?

Mr. HAMILTON. It was in a conversation with Mr. Lamkin in his office.

Mr. TOWNER. Did he call it to your attention?

Mr. HAMILTON. I think he did. The paper came up at the time.

Mr. TOWNER. What paper?

Mr. HAMILTON. A paper which he read over and said, "What do you think about it," or, "What do you think of it?"

Mr. TOWNER. Do you mean a newspaper?

Mr. HAMILTON. No, sir; it was a paper similar to this [indicating].

Mr. TOWNER. Was what he read this "hard-boiled" order?

Mr. HAMILTON. As printed in the Post?

Mr. TOWNER. Yes.

Mr. HAMILTON. No, sir.

Mr. TOWNER. Well, as changed by him?

Mr. HAMILTON. I think so.

Mr. TOWNER. Did you give your opinion to the chief upon it at that time?

Mr. HAMILTON. I told him that I thought short, pithy statements about actions would remain in the memories of the case-board representatives where more formal documents might not.

Mr. TOWNER. Some of the statements contained in it met with your approval and some did not, or you disapproved some of them?

Mr. HAMILTON. I do not think I approved or disapproved, because the matter had no particular weight with me. It did not affect my section.

Mr. TOWNER. You have just stated that you told the chief that you thought short, pithy sentences touching their duties would have a good effect.

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Mr. HAMILTON. That it would stick in their memories.
Mr. TOWNER. That was an approval, was it not?
Mr. HAMILTON. Informal.
Mr. TOWNER. Well, informal or otherwise?
Mr. HAMILTON. We approve things in the office usually by writing on them. That is what we mean by "approval." This was a conversation.
Mr. TOWNER. Is that the last you knew about it?
Mr. HAMILTON. I do not recall ever having thought about that thing until it came out in the New York Evening Post. I have no recollection of having thought of it at all.
Mr. TOWNER. Then you disclaim all responsibility for this so-called memorandum in so far as your relationship or knowledge of it is concerned?
Mr. HAMILTON. Yes, sir.
Mr. DALLINGER. Where is your legal residence?
Mr. HAMILTON. At Arlington, Mass.
Mr. DALLINGER. Do you have a family there?
Mr. HAMILTON. Yes, sir.
Mr. DALLINGER. When was it that you had this conversation with Dr. Brigham?
Mr. TOWNER. We will have to adjourn until 2 o'clock.
(Thereupon, at 12 o'clock noon, the committee took a recess until 2 o'clock p. m.)

AFTER RECESS.

The committee reassembled at 2 o'clock p. m., pursuant to recess, Hon. Frederick W. Dallinger presiding.

STATEMENT OF MR. W. I. HAMILTON—Resumed.

Mr. DALLINGER. The committee will come to order.
Do I understand you have charge of the training and advisement section of the board's work throughout the country?
Mr. HAMILTON. Yes, sir. In each district office there is now a supervisor of advisement and training, who is responsible for the execution of the work in accordance with the policies set forth by the board. He in turn has assistants known as training officers, training assistants, and vocational advisers.
Mr. DALLINGER. As I understand it, Mr. Brigham was not under you here in the Washington office?
Mr. HAMILTON. No, sir; at no time.
Mr. DALLINGER. Just what position did he hold here?
Mr. HAMILTON. He was known as the chairman of the case board. His civil-service title is vocational adviser.
Mr. DALLINGER. As I understand it, the case boards in the different districts have been abolished, have they not?
Mr. HAMILTON. Not as I understand it, Mr. Dallinger. Their functions have been somewhat changed, but the case boards are still working on matters of feasibility of training and suitability of courses; the function of the case boards has changed in the last year.
Mr. DALLINGER. As you understand it, Dr. Brigham is responsible to Mr. Lamkin, just as you are responsible to him?

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Mr. HAMILTON. Yes, sir.

Mr. DALLINGER. As I understood your testimony this morning, the first knowledge that you ever had of any memorandum which has been called the "hard-boiled memorandum" or instructions, was from Dr. Brigham? That was the first you knew about that memorandum?

Mr. HAMILTON. Shall I repeat substantially what I said this morning?

Mr. DALLINGER. I am just asking you if that was correct?

Mr. HAMILTON. Yes.

Mr. DALLINGER. Now, just when was this conversation between you and Dr. Brigham?

Mr. HAMILTON. I can not tell you the exact date. It was last fall, one evening when we were located in Convention Hall—probably some time in October.

Mr. DALLINGER. That is, the vocational board here at Washington was then in Convention Hall?

Mr. HAMILTON. Yes, sir.

Mr. DALLINGER. Where is that situated?

Mr. HAMILTON. At Fifth and L Streets NW.

Mr. DALLINGER. And to the best of your recollection it was some time in October?

Mr. HAMILTON. Yes, sir; or about that time.

Mr. DALLINGER. Some time in October, 1919?

Mr. HAMILTON. Yes, sir.

Mr. DALLINGER. Now, will you tell just what the conversation was, as you recollect it?

Mr. HAMILTON. Dr. Brigham and I were discussing the need of instructing certain representatives in the field about their duties in keeping information to themselves and not distributing gossip from one office to another office concerning personnel, efficiency of the work, or anything else. It was a casual conversation. After the conversation this paper was prepared.

Mr. DALLINGER. Then at the time this conversation took place in October there was no paper?

Mr. HAMILTON. Not to my knowledge.

Mr. DALLINGER. You did not see any paper at that time?

Mr. HAMILTON. I saw no paper at that time. We had no conversation in the evening.

Mr. DALLINGER. Well, what did Dr. Brigham say to you in the course of that conversation as to the need of instructing these men?

Mr. HAMILTON. He said he thought so, too.

Mr. DALLINGER. Well, thought what?

Mr. HAMILTON. He thought they should be instructed.

Mr. DALLINGER. Instructed as to what?

Mr. HAMILTON. The matters that we were talking about.

Mr. DALLINGER. Well, what were those?

Mr. HAMILTON. Not carrying gossip from one office to another.

Mr. DALLINGER. Wasn't there anything said in that conversation about the necessity of giving these district officials some instructions as to how they should deal with the soldiers?

Mr. HAMILTON. No, sir; the paper to which you refer had no relation to a district office; it was to representatives of central offices, men working under the direction of the central office case board.

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Mr. DALLINGER. In Washington?

Mr. HAMILTON. Representatives of the central office case board going out from Washington to district offices for the purpose of passing upon eligibility and similar matters.

Mr. DALLINGER. In other words, the conversation you had with Dr. Brigham related only to the passing on cases of eligibility of soldiers to receive training as they were forwarded from the different districts to the central office at Washington; is that right?

Mr. HAMILTON. According to the best of my recollection we did not discuss that point at all. The only point that I recall discussing with Dr. Brigham was the one point that I have mentioned.

Mr. DALLINGER. When did you first see the memorandum?

Mr. HAMILTON. Within a day or two of the time of that conversation.

Mr. DALLINGER. Did Dr. Brigham come to your office or were you in his office?

Mr. HAMILTON. That I can not remember, whether he came to my office and brought it or sent it by a messenger, or what.

Mr. DALLINGER. And you saw the original memorandum?

Mr. HAMILTON. I think I did.

Mr. DALLINGER. Was that memorandum upon a letterhead of the Vocational Board?

Mr. HAMILTON. I should say not. I think it was on an ordinary piece of tissue paper.

Mr. DALLINGER. With no heading?

Mr. HAMILTON. I think not.

Mr. DALLINGER. Was it an original or a carbon?

Mr. HAMILTON. That I can not say.

Mr. DALLINGER. What did Dr. Brigham say to you when he showed you that paper for the first time?

Mr. HAMILTON. I don't recall that Dr. Brigham brought it to me. I have no recollection of any conversation with Dr. Brigham about it at that time.

Mr. DALLINGER. Well, you mean to say that he simply showed it to you and said nothing?

Mr. HAMILTON. He may have sent it by a messenger. I can not say.

Mr. DALLINGER. What did you do with it?

Mr. HAMILTON. I think it was returned afterwards.

Mr. DALLINGER. What did you do with it at the time you got it?

Mr. HAMILTON. I read it.

Mr. DALLINGER. What did you do after you read it?

Mr. HAMILTON. If my recollection serve me correctly, there were agents in the office who also read it.

Mr. DALLINGER. What do you mean by "agents"?

Mr. HAMILTON. Men who work in my section.

Mr. DALLINGER. How many people should you say saw it the first time?

Mr. HAMILTON. There may have been three or four people in the office.

Mr. DALLINGER. How did they happen to read it? Did you ask them to read it?

Mr. HAMILTON. I can not remember, sir.

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Mr. DALLINGER. Now, as you read that original memorandum, what *did* you think of it?

Mr. HAMILTON. I thought it was a short, snappy, epigrammatic method of telling some employees to stick to their own business and keep strictly out of the field of business that belonged to other people. I thought it was a direction to certain employees and had nothing to do with their relations with any disabled soldiers.

Mr. DALLINGER. I will just recall to your memory a few of the sentences in that memorandum: "The organs used in approving cases are the eyes and the brain; the ears and the heart do not function. Be hard boiled."

Did you approve of that language?

Mr. HAMILTON. I neither approved nor disapproved.

Mr. DALLINGER. Well, I know; but you had charge, as I understand it, of the advisement and training of these boys.

Mr. HAMILTON. I have supervision of the advising and training.

Mr. DALLINGER. And you knew that after your local advises had advised the boy about a course of training, the papers had all been prepared, that they would come on to Washington and be passed upon by the eligiblity squad, so-called, and as I understand it this memorandum was intended as a suggestion for the use of those people that would pass upon these cases as they came from the different districts.

Mr. HAMILTON. My understanding is that it was intended to tell these representatives to stick to the evidence in the case.

Mr. DALLINGER. Now, you say that you did not express any approval or disapproval. Won't you frankly tell the committee now whether you think that was a proper thing to put into a paper that was going to be sent as a suggestion or a recommendation to these men who were to pass upon these cases of wounded soldiers?

Mr. HAMILTON. If the document had been used as it was intended to be used, and not misrepresented, no harm could have come from it; but since it has been misrepresented, it would have been far better if it had never been written.

Mr. DALLINGER. Now, just what do you mean by that?

Mr. HAMILTON. I mean that it has been represented as an instruction to agents as to their dealing with disabled soldiers; whereas it was intended to be an instruction to central office representatives to stick to their business and not get into the field of other people's business.

May I call your attention, sir, to the last paragraph in the small type on page 1115?

Mr. DALLINGER. What number?

Mr. HAMILTON. No. 18.

Mr. DALLINGER. What paragraph do you say?

Mr. HAMILTON. The last paragraph in small type.

Mr. DALLINGER. You mean the one: "You are to pass on cases and whenever you think out loud see that the thought is placed on paper and is then placed in the man's folder"?

Mr. KING. No; the small type signed by Brigham.

(At this point Dr. Fess took the chair.)

Mr. HAMILTON. The last paragraph in small type there.

Mr. KING. Is Mr. Brigham the one that wrote this?

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Mr. DALLINGER. Yes. Now indicate just what you want us to look at.

Mr. HAMILTON (reading):

It was intended for a limited number of persons, all of whom were capable of interpreting it correctly and who did interpret it correctly. That the communication may be very easily misinterpreted is evidenced by the storm of protest following the publication of the copy disapproved by you. It would have been a very easy matter to write the same instructions in such a manner that the same points would be covered and the same difficulties overcome without rendering the board liable to attack on account of misrepresentations.

Mr. DALLINGER. Do I understand you to say that you did not express your approval or disapproval of this memorandum after you read it?

Mr. HAMILTON. To the best of my knowledge and belief I did not.

Mr. DALLINGER. Did you send it back to Dr. Brigham?

Mr. HAMILTON. I think I did. I never have been able to find a copy of it.

Mr. DALLINGER. Did you have any conversation with Dr. Brigham about that memorandum?

Mr. HAMILTON. Yes, sir.

Mr. DALLINGER. When was the first time after receiving it?

Mr. HAMILTON. I was on the balcony where the chief office was located, Mr. Brigham's office was next door but one, and I recall that the revised copy was discussed at that time with the chief.

Mr. DALLINGER. Well, did you say anything about the original copy to him?

Mr. HAMILTON. Not so far as I can recall.

Mr. DALLINGER. Did you make any changes or suggestions in the original memorandum?

Mr. HAMILTON. Not that I can recall, sir.

Mr. DALLINGER. You never told Dr. Brigham, to the best of your recollection, that any part of that original memorandum might well be omitted?

Mr. HAMILTON. No, sir; this thing made no such impression upon me as it has made upon a great many other people.

Mr. DALLINGER. You did not see anything out of the way in it? Is that a fact?

Mr. HAMILTON. If used as had been intended it could have done no harm.

Mr. DALLINGER. In other words, you think it would be all right for these men who pass upon the eligibility of wounded soldiers in Washington to be "hard-boiled," is that right?

Mr. HAMILTON. I did not so assert.

Mr. DALLINGER. I thought you just said you did not see any harm in it.

Mr. HAMILTON. I have not made it plain to you, it is evident, that this paper had nothing to do with the disabled man and the man who was examining the paper. It was intended to emphasize the necessity of sticking to the evidence in the case, for which the board has a great amount of legal responsibility and financial responsibility.

Mr. DALLINGER. Do you think it is possible to pass upon these cases and determine the eligibility of the man and the proper character of the recommendations without seeing the man at all himself?

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Mr. HAMILTON. I think it is possible to pass upon eligibility if the evidence is presented, without seeing the man himself; I doubt if it is possible for anybody to prescribe a course of training, and the eligibility squad makes no attempt to prescribe a course of training.

Mr. DALLINGER. Now, you say you did have some conversation with Dr. Brigham after he showed you, or you saw, the corrected memorandum?

Mr. HAMILTON. If my recollection serves me correctly, Dr. Brigham was present at the time I spoke to the chief, or the chief spoke to me, in his office, and the chief's comment was, "What do you think of this?" And I said substantially, "I think this is a way to make these things stick in the memory of the men who are to use them better than can be done by a more formal document."

Mr. DALLINGER. In other words, you thought that the colloquial style of this memorandum would be more forceful and more effective than a more formal set of instructions?

Mr. HAMILTON. Yes, sir.

Mr. DALLINGER. Did you ever have any other conversation after that, either with Mr. Lamkin or with Dr. Brigham about the corrected memorandum?

Mr. HAMILTON. I had a conversation with Mr. Lamkin concerning a copy, as I said this morning, which Mr. Becker said he had or had seen.

Mr. DALLINGER. And what did you tell Mr. Lamkin about it?

Mr. HAMILTON. Mr. Lamkin asked me if I knew how Mr. Becker obtained the copy, and I said I did not, but if it was obtained through my office it was certainly in error.

Mr. DALLINGER. Was this corrected memorandum that you saw typewritten or printed?

Mr. HAMILTON. It was typewritten.

Mr. DALLINGER. Did you ever see one in print?

Mr. HAMILTON. I saw one—I never saw a copy of the corrected one in print, except in the record.

Mr. DALLINGER. Did you see one of the originals?

Mr. HAMILTON. I saw the copy that the New York Evening Post printed.

Mr. DALLINGER. Do you know anything from your own knowledge about this original memorandum or corrected memorandum being sent to any of the district officers?

Mr. HAMILTON. Not for a surety.

Mr. DALLINGER. Well, just what do you mean by that?

Mr. HAMILTON. Not to be absolutely certain of it.

Mr. DALLINGER. Well, what is the best of your recellection?

Mr. HAMILTON. You are speaking of the corrected copy now?

Mr. DALLINGER. Yes—well, either one.

Mr. HAMILTON. Speaking of the corrected copy, it was furnished, so I understand, in the general distribution of material in the office, and I had a copy.

Mr. DALLINGER. Do you know of your own knowledge whether or not this corrected memorandum was sent by the vocational board here at Washington or by any of their employees to any of the district officers?

Mr. HAMILTON. No, sir; not absolutely of my own knowledge, but by just hearing it mentioned in the office.

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Mr. DALLINGER. As I understand you, you did not think that this memorandum in any form ought to be sent out to district offices?

Mr. HAMILTON. To district offices?

Mr. DALLINGER. Yes; or to branch offices.

Mr. HAMILTON. No; I never understood it was intended for district offices; I understood it was to be used by central office representatives.

Mr. DALLINGER. Who were to go to the various districts for the purpose of passing upon eligibility?

Mr. HAMILTON. Yes, sir.

Mr. DALLINGER. As I understand it, Mr. Hamilton, the way you want to leave your testimony is that you saw both the original memorandum and the corrected memorandum, and in your opinion either one would have been all right to send to the representatives of the central office who were sent out to the various districts to pass upon the eligibility of wounded soldiers, as a proper set of instructions for them to follow in their work?

Mr. HAMILTON. If it had been my function to revise and correct, I think I should never have sent the first draft. I think the second draft was a document that would have done no harm.

Mr. DALLINGER. I think that is all, Mr. Chairman.

Mr. HAMILTON. Mr. Chairman, may I make a statement?

The CHAIRMAN. Yes.

Mr. KING. Will this be on another branch, or in regard to this order?

Mr. HAMILTON. It is relevant to this, Mr. King.

This morning you asked me about my authority to send out orders, directions, instructions, information, or anything of the sort, and I was unable to make myself clear to you without a further statement; so this noon I have brought some papers here which originate in my office. I think it is not necessary to reprint these in the record, because I understand from Mr. Lamkin that the committee has in its possession a full set of instructions and information.

This is instruction No. 29. That would be sufficient reference for the record, I think. The title is "Training Federal Board Students in Corporation Schools."

The CHAIRMAN. You understand that No. 29 has already been made a part of the record.

Mr. HAMILTON. I think the whole volume has been filed with you, Mr. Chairman. Such a document tells the district office what to do about training students in corporation schools. It is the function of the training section to prepare that type of material, submitted to the chief for his approval; when approved and signed by him the copy is mimeographed and it is my duty to see that my agents are supplied.

Similarly here is an information letter (No. 18) which does not contain instructions particularly on procedure, but has information in it concerning two-year courses in industrial, electrical, and mechanical engineering; purely for the information and guidance of district office training sections, prepared by my section, presented to the chief for his approval, and, when signed, mimeographed and circulated.

It is my responsibility again to see that agents working under my direction are supplied with these up-to-date letters of information.

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Similarly here is a document called "Educational Directors' Orders" No. 8, which relates to the method of procedure in establishlishing contact with ex-service men entering hospitals and sanitariums. All of that material is prepared in my section, then goes to the chief for approval, again is duplicated and sent to the people who have occasion to use it, which may be district office agents, or central office agents, so that their records and files may be complete, and it is my responsibility to see that my agents have it.

It is further my responsibility to see, through my agents who are traveling, that the instructions, the information, and the orders relating to training are carried out.

I think I did not make that plain this morning, Mr. Chairman.

The CHAIRMAN. And in dealing with you they would deal through the men who serve under you?

Mr. HAMILTON. Yes, sir.

The CHAIRMAN. I think that was made clear. The only point I was getting at this morning was, we were trying to find the responsibility of any order that would go out, not knowing precisely what would be the result of the investigation upon this particular order in dispute.

Mr. HAMILTON. Now, this order that has been alluded to—or this statement that has been alluded to—as being in Mr. Becker's possession, at the time Mr. Becker was working under a dual responsibility, a responsibility to me as a training agent (really a triple responsibility, because he had to maintain relations with the district office in district 14), and also with Mr. Brigham. It was my responsibility to see that as a central-office training agent Mr. Becker had a copy of all material relating to training, which was mailed to him from my office. If a copy—and mind you, I say "if"—if a copy went through my office of that original draft, it was entirely by error in mailing. I do not personally fold and put every one of these things into an envelope addressed to the man, and if he got a copy it was entirely in error; he was told in a letter that it was unofficial; it was never sent out as an order, and so far as I knew all copies had been passed back to Mr. Brigham.

Mr. VESTAL. I haven't gotten entirely clearly fixed in my mind the persons to whom this particular order or instruction was supposed to be delivered. As I understand it, there were only some 12 or 15 of these instructions to be sent out. Who were they to go to? Who were they prepared for?

Mr. HAMILTON. The copy prepared after Mr. Lamkin went over it?

Mr. VESTAL. Yes; I mean not the original copy, but the copy that was finally passed upon.

Mr. HAMILTON. To central-office representatives working in the district offices and in the field, passing on evidence in regard to the men's disability, which was in the case folder in the district offices.

Mr. VESTAL. I see.

Mr. HAMILTON. Have I made it plain?

Mr. VESTAL. I thought that was correct? I wanted to get it myself absolutely clear.

In other words, the central office sends out certain persons to these district offices to pass upon certain cases of eligibility for training?

Mr. HAMILTON. Legal evidence as to eligibility.

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Mr. VESTAL. And this instruction in this memorandum or whatever you may call it was to be in the hands of each of these men sent out by the central office telling them what to do in passing upon these eligibility cases in the district office?

Mr. HAMILTON. That is my understanding; yes sir.

Mr. VESTAL. That is, telling them how to deal with, not the disabled soldiers but to deal with the person in the district office that had heretofore passed upon the eligibility of the disabled soldier?

Mr. HAMILTON. Dealing with the evidence.

Mr. VESTAL. Or with the evidence.

Mr. HAMILTON. With the evidence which had been put into the case folder.

Mr. VESTAL. Then take the first item in this order: "As representative of the central office case board you are to give individual rulings on individual cases." Do I understand now that these are cases that have not yet been approved in the district office?

Mr. HAMILTON. Not at that time, sir. The case might have been prepared up to the point of recommendation for training and still the folder might lack any evidence as to such things as discharge under honorable conditions, connection of disability with service, or present physical disability, which is a handicap. The evidence might not be in the folder at that time. It is the duty of the man, the eligibility man—the case board representative he was called at that time—to tell the district office what evidence he has got to get into that case before it is a legal claim against the Government for training.

Mr. VESTAL. As I understand, the district board has the right to pass, and does pass, upon the eligibility of these soldiers for training?

Mr. HAMILTON. No, sir.

Mr. VESTAL. Now, I am getting what I want to get at.

Mr. HAMILTON. Not finally.

Mr. VESTAL. They do not have the right to pass upon the eligibility of the soldier for training—the district board itself?

Mr. HAMILTON. They had the right to collect every piece of evidence substantiating the legal requirements of the act; they could not, until later than October, award training without the consent of central office in all cases.

Mr. VESTAL. Were these instructions prepared previous to October?

Mr. HAMILTON. I think it gives the date in the record. My eye doesn't light on it now, but I think it gives the date in here.

Mr. VESTAL. Well, anyway, this eligibility man sent out from the central office with these instructions, with a copy of these instructions, was told in those instructions, too, in dealing with the central office, as shown in No. 1, "You are to give individual rulings on individual cases." In other words, he is instructed, and it was his duty, to tell this district office, or whoever had charge of the eligibility of the disabled soldier, just what was necessary to make that case?

Mr. HAMILTON. You have the evidence or you haven't the evidence; if you haven't it, this is what you lack.

Mr. VESTAL. Second, "You are to pass on cases and whenever you think out loud, see that the thought is placed on paper and is then placed in the man's folder."

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Instead of telling the man what he ought to do, he is to write what he had to do, and put a copy into the man's folder for the eligibility man there to follow?

Mr. HAMILTON. For the district office to follow.

Mr. VESTAL. For the district office to follow.

Mr. HAMILTON. Remember, this man was not in contact with the individual disabled soldier.

Mr. VESTAL. In other words, these instructions, as I get them, whether they were right or wrong, had nothing whatever to do with the disabled soldier, except as passing upon the legal requirements for his education.

Mr. HAMILTON. For his eligibility to an award of a training course.

Mr. VESTAL. And when?

Mr. HAMILTON. Now, might I add there, sir, if it will not interrupt you, the eligibility man might say the medical evidence is not sufficient; get an additional medical examination, but in the main you have described it correctly.

Mr. VESTAL. Then in No. 5: "The organs used in approving cases are the eyes and the brain." That meant that this eligibility man from the central office was to take this evidence and pass upon that evidence after reading it, as to whether or not it complied with the law?

Mr. HAMILTON. And take that in addition to another one [reading from record]: "If a fact exists, the existence of the fact can be proven. Accept legal proof and don't trust to hearsay evidence. If any member of a district staff knows a lot more about a case than is in the folder, tell him to dictate it, get the D. V. O. to sign it, but don't waste your time in verbal arguments."

Mr. VESTAL. In other words, the man in the district office might say to the eligibility man after he had gone over this proof—start in to tell some awful story about this disabled soldier, and that he is entitled to training, and this man sent out from the central office is instructed not to take that sort of testimony; if that is true, put it in writing and put it here in the folder. That is what is meant by that?

Mr. HAMILTON. Exactly. You could spend, I might say—there is no particular need of this going into the record, but I worked on one of those squads on Sundays myself passing on cases, and we would sit down before four or five hundred cases, three of us; we would clear 500 cases in a Saturday and a Sunday and tell the district office what to do. How many disabled soldiers could we have interviewed and decided upon first hand in that time? We did not see any, but we told the district office what they had to get in order to establish a man's claim.

Mr. VESTAL. That is all.

Mr. ROBSION. I had to be out for a few minutes during your testimony. Am I correct in gathering from your evidence that this so-called "hard-boiled" order, or designated further as "Helpful Hints for C. O. C. B. representatives" contained the 11 sections as it was deleted and sent out?

Mr. HAMILTON. The one I am discussing is in part 18 of the testimony on page 1115.

Mr. ROBSION. Sent out in the letter of Mr. Brigham dated March 6, 1920? Is that it? That is the 11 points which you say were contained in the chief's letter to Mr. Brigham dated March 6, 1920?

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Mr. HAMILTON. The letter from Mr. Brigham to the chief dated March 6?

Mr. ROBSION. Yes; now I don't know that I just caught who it was that finally approved these 11 points, these so-called "Helpful Hints"; who did that?

Mr. HAMILTON. I have no knowledge of it, sir—no first-hand knowledge of it.

Mr. ROBSION. What is your information on that subject as to who it was that approved it?

Mr. HAMILTON. I understand by common talk at the office that Mr. Brigham sent the letter to his representatives with the chief's consent. But I was not there when it was approved and have no first-hand knowledge of it.

Mr. ROBSION. You mean sent it with Mr. Lamkin's consent?

Mr. HAMILTON. So far as I know; yes, sir.

Mr. ROBSION. Now were they sent out or given to the central-office representatives in each district office—that is, was each central-office representative in the district office in the 14 district offices given one of these Helpful Hints?

Mr. HAMILTON. I think those who were traveling as case board representatives at the time were. I think we did not have as many as 14 traveling from office to office at that time. That has been a later devolpment. It was sent to all who were traveling.

Mr. ROBSION. All who were sent from the central office here as representatives of the central office to the district offices did have one of these so-called "hard-boiled" orders, or Helpful Hints, whichever you want to call it?

Mr. HAMILTON. Let us call it Helpful Hints.

Mr. ROBSION. Well, I don't want to call it "Helpful hints," because I think it is a hard-boiled order. I don't agree with you.

Mr. HAMILTON. That was my understanding, sir.

Mr. ROBSION. Now, these so-called "Helpful hints" do have something to do with your work, do they not—that is, connected with your department?

Mr. HAMILTON. In so far as the advisers learn how to collect the legal evidence necessary to substantiate a man's claim for training, they have an important bearing on the work of the advisement and training section.

Mr. ROBSION. Now, when was it that you approved it?

Mr. HAMILTON. I never approved it.

Mr. ROBSION. You say now that you think it was helpful, do you not?

Mr. HAMILTON. I say I think if it had not been misrepresented it would have done no harm.

Mr. ROBSION. Well, why do you insist upon calling it "Helpful hints" if it was no help?

Mr. HAMILTON. Because I think any man engaged in this work, with a responsibility for spending Government money which must be accounted for, must have his attention drawn time and again to the necessity of establishing the fact by legal and medical evidence.

Mr. ROBSION. But let us get at the true situation, Mr. Hamilton. Do you regard them as helpful hints, or do you regard them as not being helpful hints?

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Mr. HAMILTON. I regard them as being helpful at the time they were issued; having been misrepresented now, they are not helpful to anybody.

Mr. ROBSION. So then, whether you did send them out or not, you did at the time, and do now, think that they were helpful at the time and should have been used, don't you?

Mr. HAMILTON. I indorse the statement here [reading]:

It was intended for a limited number of persons, all of whom were capable of interpreting it correctly and did interpret it correctly; that the communication may be easily misinterpreted, as evidenced by the storm of protest following its publication.

Mr. ROBSION. In other words, if a central office representative in the district office should follow these 11 so-called helpful hints he could give no advice to the district office?

Mr. HAMILTON. In writing he can give his views.

Mr. ROBSION. And he could receive none?

Mr. HAMILTON. He can receive it in writing and reply in writing, as directed.

Mr. ROBSION. And it would cut out any formal interview between the district office there and the representative from the central office?

Mr. HAMILTON. And so far as the work of these men was concerned, it should.

Mr. ROBSION. In other words, it undertook to just force them down to a cold paper proposition.

Mr. HAMILTON. It was intended to enable us to pass on 500 cases in two days and not spend our time in arguing about cases with representatives of the district office staff.

Mr. ROBSION. Where did you pass upon 500 cases in two days?

Mr. HAMILTON. I never passed on 500, but I was with two other men in the Boston office on a Saturday and Sunday.

Mr. ROBSION. When was that?

Mr. HAMILTON. In the early fall.

Mr. ROBSION. And the case could be passed upon that rapidly? Of course, you demonstrated that.

Mr. HAMILTON. We could take a case and tell the district office: "You have not presented the evidence to substantiate that claim," and pass it back and tell them what evidence to collect—and did it.

Mr. ROBSION. Could you explain how it is—you had charge of that, too, indirectly—that it would require a whole month in the New York office to pass upon 2,300 cases?

Mr. HAMILTON. I think it requires more time to collect evidence than to pass on it.

Mr. ROBSION. And there are a great many more fellows collecting, too; are there not?

Mr. HAMILTON. Yes, sir

Mr. ROBSION. But, getting back to this "Helpful Hints" in a way you say that this had no connection, or was not connected with the disabled soldiers, but the central office representative held the key position, didn't he, and no soldier could get training until he O. K.'d his case, could he?

Mr. HAMILTON. That is true.

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Mr. ROBSION. And that man that had one of these hard-boiled orders, or "Helpful Hints," to guide him, he passed upon the medical evidence, didn't he?

Mr. HAMILTON. He said the medical evidence is sufficient or insufficient.

Mr. ROBSION. Well, he passed it, didn't he? It was not a matter of fact altogether; it was a matter of judgment, wasn't it?

Mr. HAMILTON. At that time.

Mr. ROBSION. Yes; it was a matter of judgment, and then in a great many other matters it was a matter of judgment whether or not the evidence was sufficient.

Mr. HAMILTON. Yes, sir.

Mr. ROBSION. So that there was a very vital connection between this man that had the hard-boiled order, or "Helpful Hints," and the soldier, wasn't there?

Mr. HAMILTON. But not a personal relation.

Mr. ROBSION. I am not asking about a personal relation, because they may have talked to a soldier as tenderly as an angel would talk to him, and handled him with all the care in the world, but finally before he could get the pay for his training or get his training he must be passed upon by the man that held the hard-boiler order or "Helpful Hints."

Mr. HAMILTON. He must be O. K.'d for training, either section 2 or section 3.

Mr. ROBSION. Now, he was not permitted in this to have the judgment or opinion even of the D. V. O. or any of the staff in the district office, was he?

Mr. HAMILTON. Yes, indeed; he was to accept everything in writing that anybody in the office was willing to offer as written testimony.

Mr. ROBSION. Well, wouldn't that be hearsay? He was told not to accept hearsay.

Mr. HAMILTON. He could weigh anything that they are ready to put in writing.

Mr. ROBSION. But this does not say that, does it?

Mr. HAMILTON. It says: "If any member of the district staff knows a lot more about a case than is in the folder, tell him to dictate it and get the D. V. O. to sign it."

Mr. ROBSION. But why didn't you read just a line or two above that: "Don't speculate. If a fact exists, the existence of the fact can be proved on a piece of paper"?

Mr. HAMILTON. Because I had read it once.

Mr. ROBSION (reading). "Accept legal proof and don't trust to hearsay evidence." Now, here are the staff members or the D. V. O. that have talked to the soldier, knew his condition, had consulted the doctors, and knew about those things, and this order prevents them from giving that either in writing or otherwise to the central office representative, does it not?

Mr. HAMILTON. No, indeed; because the forms of the Federal Board provide for the recording of all those things which you have mentioned.

Mr. ROBSION. Well, this does not. It tells him not to do it. It says, "Don't accept hearsay," and "hearsay," you understand, "is not confined to verbal statements, but to written statements as well."

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Mr. HAMILTON. Let me give an illustration, if you will.

I have seen cases presented—or a case presented—to a representative of central office on the statement that a Red Cross representative in a certain town says the boy is needy, has a disability incurred in the service, and is deserving of training.

Mr. ROBSION. Well, did you put him in training?

Mr. HAMILTON. We could not accept that kind of evidence, could we? All those may be facts, but if they are facts, substantiate them with the evidence which is acceptable to the Comptroller of the Treasury of the United States for paying his bills, and that is all any central office case board representative has been asked to do.

Mr. ROBSION. Well, from your point of view I can see how you can indorse the hard-boiled order, but from my point of view I don't agree with you.

Mr. HAMILTON. Would you have us pay out Government money on that kind of hearsay evidence?

Mr. ROBSION. Well, I would have the work expedited and not have the delays at New York and other places that there have been. I would not issue an order like this, and I agree with Mr. Munroe, vice chairman, and Mr. Lamkin, the chief. They both condemn this order and say it is improper, and I do, too.

Mr. HAMILTON. I agree that it would be better if we had not had it, and have so stated.

Mr. ROBSION. Anything written like this for a man that is going to deal with the destinies of the American soldiers, something like this: "Accept advice from central office," as much as to say, "Don't take it anywhere else; take all the cigarettes you can get from the members of the district offices but no advice." I say that places this great question down on a basis that I never could conceive of any man placing it. Take cigarettes from them but don't take the advice of sworn officials, the D. V. O. and staff officers.

Mr. KING. It ought to at least specify the kind of cigarettes.

Mr. ROBSION. Yes; they ought to be good cigarettes. [Laughter.]

Now, here under 9 it says: "District office staffs believe that anyone from central office is full of wisdom." Do you think that the central office has created that impression in the country? "You will preserve this good impression if you don't talk." Was that the reason the hard-boiled order was issued, in order to keep that impression going in the country? And don't you say here to them that they must not even suggest improvement in the filing systems: "You go to the district office as the representative of the central office; they believe that you are full of wisdom"; yet this hard-boiled order says, "Don't say anything about the filing systems or anything like that."

Mr. HAMILTON. There may be some people, sir, who are so wise that they can give advice and counsel on all these questions that will be valuable. They are very, very few.

Mr. ROBSION. But you say here—and I am sure you must be stating the facts—that the central office representative is full of wisdom. Now, why should the district office be denied the benefit of that wisdom and have them go there and just be mum and not pass anything out but cigarettes? That would certainly be no evidence of wisdom. I don't believe this hard-boiled order can be right on anything; in

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fact, all along everybody has been trying to deny—has been claiming it had no father nor mother; was wandering about as an orphan; nobody has claimed to be the father of it; they claim it was gotten out accidentally. Now, we can start here and approve it, for example——

Mr. HAMILTON (interposing). I have made no statement that I approved it, sir.

Mr. ROBSION. Well, somebody did approve it and it was shown by your evidence that it was sent out not accidentally, but knowingly to representatives who went from the central office to the district offices.

Mr. HAMILTON. I have read from the record, sir.

Mr. KING. Read what?

(Mr. Hamilton indicated a pamphlet).

Showing me that book don't get into the record here.

Mr. HAMILTON. The "Helpful Hints."

Mr. ROBSION. Now, here is a man from central office goes to the district office; he holds the whip hand; he has got the last say and the important say as to whether or not the disabled boy shall have training. Why should that man be instructed that his heart shall not have any place; and if you are going to take the heart of it, isn't it hard-boiled, as a matter of fact, if you are going to take the heart out of the regulations, directions, and procedure for the district officer—I mean for the representative of the central office in the district office who passes upon the boy's case—are they not hard-boiled instructions, and is it not a hard-boiled order?

Mr. HAMILTON. But I do not find that instruction, sir.

Mr. ROBSION. I know it is skillfully drawn. He says, "The organs used in approving cases are the eyes and the brain." Now, doesn't that take the heart out of it, if it is limited to those two organs?

The CHAIRMAN. Would you permit an interruption there, Mr. Robsion? The original seems to carry an additional statement: "The ears and the heart do not function."

Mr. ROBSION. I say it was skillfully drawn. It made it very plain, indeed; it said, "The ears and the heart do not function"; but some one very skillfully cut off that clause. It says, "The ears and the heart do not function," but just leaves "the organs used in approving cases are the eyes and the brain." There is no redundancy about that. It says what it means, I guess.

Mr. KING. How could you prove the eligibility of a man by simply using the ears and the heart?

Mr. ROBSION. Well, I am not on the witness stand, but I would say that I would not approve of his using the ears and the heart alone. I think every faculty that a man has got is needed to pass upon a great question which affects the whole life of the American boy who lost his health in the war.

Don't you think now, Mr. Hamilton, with the ears and the heart out of it, it is a hard-boiled order or a hard-boiled "Helpful Hints"?

Mr. HAMILTON. No, sir; I don't call it a hard-boiled proposition if you will accept it in the spirit in which it is intended.

Mr. ROBSION. Well, if there is any spirit indicated anywhere in those 11 propositions—any spirit anywhere in the case that leans toward the disabled soldier. I wish you would point it out.

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Mr. HAMILTON. But the intent of the order was to tell people to stick to the business they were sent there to do.

Mr. ROBSION. But, Mr. Hamilton, now you take the 11 orders in Helpful Hints; if there is anything there that leans toward or that would indicate to the central office representative passing upon those cases that he must give any doubt at all or the benefit of the doubt to the American soldier, the disabled soldier, I wish you would point it out.

Mr. HAMILTON. These are not the only instructions that these representatives have had. They have had many others.

Mr. ROBSION. Well, did you put out any to cure the bad points in these Helpful Hints?

Mr. HAMILTON. I can not answer for that, sir, because that is a matter for the chief of the division. I do not know.

Mr. ROBSION. Can you say now that the others were better or worse than these?

Mr. HAMILTON. The whole history of the division since October shows the throwing back of more authority, more responsibility, onto the district office for putting men into training. That has already been explained.

Mr. ROBSION. And throwing it back to the men who come in direct contact with the soldier and have used their eyes and their brain and their ears and their hearts; and you are getting better results, are you not?

Mr. HAMILTON. The point of eligibility——

Mr. ROBSION (interposing). Are you not getting better results?

Mr. HAMILTON. The point of eligibility is still passed upon by a central office representative. After that is established the district office may put a man into training up to two years; if it is a major case, up to four years.

Mr. ROBSION. Have you got a copy of the letter, or have you got the letter that the man in Oklahoma wrote to you condemning this so-called "hard-boiled" order?

Mr. HAMILTON. No, sir; the correspondence was between Mr. Becker and Mr. Lamkin.

Mr. ROBSION. Will you try to secure a copy of that letter and put it into the record?

Mr. HAMILTON. Would the chairman ask Mr. Lamkin to do that?

The CHAIRMAN. The Chair will request it, in case it might be any embarrassment to you.

Mr. HAMILTON. Wouldn't it be rather improper for me to draw a letter of that sort from the files and copy it? Wouldn't it better come from the chief?

The CHAIRMAN. It would better come from the chief. He, however, will not be on the witness stand again, unless we call him.

Mr. ROBSION. That is the reason I thought he could procure it. You have testified about it.

Mr. HAMILTON. I think there is no objection to your having the information; it is just the manner of getting it that I mean.

The CHAIRMAN. We will make the request, Mr. Robsion, from Mr. Lamkin. I think it ought to go in the record.

Mr. HAMILTON. Mr. Lamkin, I think, has put in his letter, has he not, that he wrote to Mr. Becker?

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The CHAIRMAN. I rather think the letter is in, but the reply is not in. I don't think the reply that we want is in.

Mr. ROBSION. I don't think the letter is in that Mr. Lamkin wrote to Mr. Becker.

Mr. HAMILTON. I thought it was, but I am not certain.

Mr. ROBSION. What caused you to be over in Boston passing on cases?

Mr. HAMILTON. It was volunteer work in order to get the job done.

Mr. ROBSION. How many men did they have there passing on the cases?

Mr. HAMILTON. At one time Mr. Matthews, Mr. Hibbard, and myself. This was Saturday and Sunday work, by the way. At one time Mr. Sterling, Mr. Matthews, and myself.

Mr. ROBSION. Were those the only persons you had there—just the fellows that went from the central office here?

Mr. HAMILTON. Passing on the point of eligibility at the time. Now, incidentally, at that time when I did that the central office still had reserved other functions to itself which it has subsequently released to the district offices.

Mr. ROBSION. How many cases were there in that Boston office?

Mr. HAMILTON. I only know how many were presented to us.

Mr. ROBSION. How many were there?

Mr. HAMILTON. In one week we had nearly 500 cases arranged for us to examine.

Mr. ROBSION. And the next time?

Mr. HAMILTON. I think about 200.

Mr. ROBSION. Well, now, did you and your associates live up to and follow the helpful hints?

Mr. HAMILTON. As I recall it, at that time they were not issued.

Mr. ROBSION. Well, since that was the thing to do, did you do it that way?

Mr. HAMILTON. We certainly demanded that the evidence be in the folder before we approved a man for section 2 training and approved his course.

Mr. ROBSION. But did you carry out and follow what is now known as the "Helpful Hints"?

Mr. HAMILTON. In that we required the evidence; yes, sir.

Mr. ROBSION. And that is what they did up in New York, too, isn't it?

Mr. HAMILTON. I think that has been required—that the evidence should be in in all the offices.

Mr. ROBSION. And don't you think that explains this situation: Ninety per cent of the men approved for training in Canada have entered training, but in the United States only 30 per cent? Don't you think, in trying to follow these hard-boiled notions, we have caused delays, have discouraged the disabled soldier, and he has gotten away from the influence of the board?

Mr. HAMILTON. Well, the situation is far too complex to put upon any one reason.

Mr. ROBSION. That is one reason, isn't it?

Mr. HAMILTON. That is a contributing factor—the necessity of getting the evidence—yes, sir.

Mr. ROBSION. Now, what are the other contributing factors, in your judgment—in your opinion—whereby we are getting so few of

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these boys into training under these very favorable conditions of compensation, etc.?

Mr. HAMILTON. One of the worst complicating factors is the constant shifting of personnel because of resignations to take better positions, and the constant necessity of educating new people as to what rehabilitation is all about.

Mr. ROBSION. Well, have you improved the service in these shiftings and changes? Take, for instance, the New York office, which has changed D. V. O's about four times; has that got better or worse?

Mr. HAMILTON. What is better or worse?

Mr. ROBSION. Just right on the line that you say. You offered that as a reason why we haven't gotten along better, because we have been changing the personnel.

Mr. HAMILTON. I say that is one contributing factor.

Mr. ROBSION. Well, have the New York changes been for better or worse?

Mr. HAMILTON. I think the New York office is in better shape and has been growing so steadily.

Mr. ROBSION. Then the shifting of the personnel has not hurt where the greatest complaint in the country has been, has it?

Mr. HAMILTON. There are a great many other people in the office besides the district vocational officer that have to know these instructions.

Mr. ROBSION. But since these helpful hints have been, as you think, misconstrued and misunderstood, you are willing to say now that it was a bad thing to issue them at all?

Mr. HAMILTON. It would be far better if they had never been issued; yes, sir.

Mr. ROBSION. That is all.

The CHAIRMAN. Mr. Hamilton, I think for the sake of the record we should have your position specifically boiled down. I understood you to say that if the order had been used in the spirit in which it was intended, it would not have been a bad one?

Mr. HAMILTON. It would not have done harm, because the spirit was "Get the evidence which is acceptable and stick to it, and don't take verbal messages; have it down in black and white."

The CHAIRMAN. You disclaim that it is a hard-boiled order?

Mr. HAMILTON. I can not answer that question, sir, because I do not know what "hard-boiled" means in the sense in which you are using it. If you mean that it has been used against the interests of the men, I think it has not been used against the interests of the men.

The CHAIRMAN. The term "hard-boiled" has a significance that has been recently given to it because of the attitude of officers toward men—the attitude of men who have some control over other men, and has come into very emphatic use with reference to that treatment. Recently that is true; consequently when you use the term "hard-boiled," it certainly has the meaning that we give it, because of the modern use.

Mr. HAMILTON. There is to me an abusive meaning as you use it.

The CHAIRMAN. Now, as I understand, you don't believe that this was a hard-boiled order?

Mr. HAMILTON. It carries to me the meaning abusive now, from the very relation which you have mentioned. It was never intended to be abusive.

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The CHAIRMAN. It offers some undue advantage to one who under the law or under practice has some control over another person, and that is the meaning in which it is now being used. But what I am trying to get at—I have sympathy with what Mr. Robsion says—I have not yet found anyone who seems to vindicate the right to put this thing out except yourself. You say that if it had been used in the spirit in which it was issued it would not have been hard boiled—you did not put it that way—that it would not have done the harm that might now be attributed to it. What I am trying to get at is, was it, in your judgment, hard boiled in the sense that I have defined the term "hard boiled"?

Mr. HAMILTON. It never carried that meaning to me, sir, when I read it.

The CHAIRMAN. Was it intended by the writer to be?

Mr. HAMILTON. To the best of my knowledge and belief it never could have been so intended. That has been contrary to the spirit of the law.

The CHAIRMAN. Then why, Mr. Hamilton, was the instruction originally deleted "Be hard boiled"?

Mr. HAMILTON. I can not answer that.

The CHAIRMAN. It seems to me, to be perfectly honest with you and all concerned, that the order was intended to be hard boiled and the instruction was "Be hard boiled"; somebody thought it unwise to leave that phrase in, and it was deleted. Now did the deleting of that phrase reduce it from its hard-boiled stigma, just by cutting out that phrase?

Mr. HAMILTON. As a matter of opinion, I think probably the chief apprehended it would be misconstrued.

The CHAIRMAN. And it would be simply a matter of discretion to delete it?

Mr. HAMILTON. Yes, sir.

The CHAIRMAN. Well, I don't agree with you on that.

Does any member of the committee who has not examined Mr. Hamilton wish to ask any questions?

Mr. VESTAL. May I ask one question, Mr. Chairman? I understood Judge Robsion to ask you, or make the statement, to which you did not answer, to the effect that no one seemed to be responsible for this order or instruction. Isn't it a fact that Mr. Brigham acknowledged that he wrote the order, or wrote the instruction, and that it was given to Mr. Lamkin, and that Mr. Lamkin blue-penciled a part of it and approved the order as it did go out, and it was sent out with his permission at least by Mr. Brigham? I want to know whether that is true or not.

Mr. ROBSION. I will state here for the record that Mr. Lamkin, if I understand the testimony, testified that he did not know anything about this getting out. That is his position.

Mr. VESTAL. Well, I did not so understand it, and that is the reason I wanted to make myself clear.

Mr. ROBSION. He disclaims any authority for approval or in any way for its getting out.

Mr. VESTAL. I did not so understand Mr. Lamkin's testimony.

Mr. ROBSION. I so understood Mr. Lamkin to say that Mr. Brigham wrote it without authority and it got out without any authority

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from the central office board or anybody in authority from the central board.

Mr. VESTAL. That is all I care to ask, if that is the fact.

Mr. ROBSION. And in fact it never was used by anybody. In fact, Mr. Lamkin strongly condemned it or disapproved it, even in deleted form.

Mr. BURROUGHS. Mr. Hamilton, did I understand you to say that you originally suggested to Mr. Brigham the advisability of preparing some short, pithy statement, as I think you described it?

Mr. HAMILTON. On one point only.

Mr. BURROUGHS. What was that point?

Mr. HAMILTON. What I described previously is carrying gossip from one office to another concerning the work of a district office.

Mr. BURROUGHS. How long was it before Mr. Brigham came to you and showed you this memorandum?

Mr. HAMILTON. A day or two, a short time.

Mr. BURROUGHS. Was it your understanding then, and is it your understanding now, that it was in accordance with the suggestion that you have referred to that Mr. Brigham had prepared the memorandum?

Mr. HAMILTON. In so far as No. 7 and No. 6 are concerned, I think I could say he prepared those two, with my suggestion in mind.

Mr. BURROUGHS. But you feel that he went further than your suggestion was intended by you to warrant his going?

Mr. HAMILTON. Those are the only two points that were concerning me at the time, sir.

Mr. BURROUGHS. When Mr. Brigham handed you the memorandum, did he make any comment that you recall now?

Mr. HAMILTON. I do not recall any, sir.

Mr. BURROUGHS. Did you make any comment to him that you recall now?

Mr. HAMILTON. I can not recall that Mr. Brigham passed it to me personally.

Mr. BURROUGHS. Well, somebody did pass it to you?

Mr. HAMILTON. Somebody, either Mr. Brigham or a messenger; I can not recall, sir.

Mr. BURROUGHS. Now, I believe you stated that it did not come to you in any official way, that is to say your duties in that office would not require such a paper as that to receive your approval or disapproval.

Mr. HAMILTON. No, sir.

Mr. BURROUGHS. To whom would it go naturally for approval or disapproval?

Mr. HAMILTON. To the chief of the division.

Mr. BURROUGHS. And to no one else?

Mr. HAMILTON. I think that is a fair statement. Usually, what we do in approving a direction is to have those whose work is concerned, if it is a legal matter affecting training, usually the legal adviser and I concur before passing it to Mr. Lamkin for his approval. That is the usual course of business in important matters. If it is a matter of training that runs into the auditor's work, then the auditor and I will get together on the direction before we will

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pass it to Mr. Lamkin for his approval, and so if it is a medical, a training matter and a legal matter, it will take three of us to get together on it.

Mr. BURROUGHS. This was ultimately to go, and it was prepared with the purpose, with the intent of serving as a guide or instruction to the central representatives in the district office?

Mr. HAMILTON. Going into the district offices.

Mr. BURROUGHS. And those representatives have been referred to here as the eligibility men, have they not?

Mr. HAMILTON. At that time they were known as central office case board representatives. Subsequently the number was enlarged very materially, and we have had what you have heard described as eligibility squads and eligibility men.

Mr. BURROUGHS. But at that time, at the time this memorandum was prepared, the only representatives of the central board in the district offices were the case board representatives? By that am I to understand that those case board representatives sat upon and were a part of the case board of the district office?

Mr. HAMILTON. May I go back a little bit?

Mr. BURROUGHS. Anything to answer the question.

Mr. HAMILTON. In July, immediately when the change in the act was made, when the amendment was passed, we called in from the district offices what we judged to be some of the best-informed men in rehabilitation, and had them work here in the central office, some of them until September. Out of that group of men we developed men with sufficient knowledge and sufficient responsibility to go out and make decisions on cases. They did not work in what you call the district office case board, in that the district office case board was made up of a representative of the training section, the medical section, and the placement section, recommending courses for men.

Mr. BURROUGHS. Well, what was the function of the case board representatives?

Mr. HAMILTON. The first case board representatives?

Mr. BURROUGHS. Yes.

Mr. HAMILTON. Between July and October?

Mr. BURROUGHS. Yes.

Mr. HAMILTON. To pass on eligibility for training, to approve or disapprove the recommendations of the district office for the training course.

Mr. BURROUGHS. That is to say, they were not simply to pass on legal evidence, but had other things——

Mr. HAMILTON. They had other functions?

Mr. BURROUGHS. Other functions than to pass on the legal evidence.

Mr. HAMILTON. At that time, but now the eligibility man's function has been reduced to the one point—eligibility—and the district office has all the others?

Mr. BURROUGHS. But to-day the question of eligibility, as determined by the eligibility officer, is purely and simply a question of law, is it not?

Mr. HAMILTON. Law and sufficient evidence; yes, sir.

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Mr. BURROUGHS. He has no other function than to say whether or not the evidence within the folder is sufficient to meet the requirements of the statute; is that right?

Mr. HAMILTON. Yes, sir.

Mr. BURROUGHS. Now, at the time this memorandum was prepared for the case board representatives, the case board representatives had some other functions to perform than that?

Mr. HAMILTON. Yes, sir.

Mr. BURROUGHS. Is that right?

Mr. HAMILTON. They had additional duties, as to approval of the training courses, the feasibility and suitability of those courses in view of the disability. I have forgotten the exact date, but I think the latter part of October authority was extended to the districts to approve courses, some of the districts up to two years of training; and, as you know, earlier than that the district office had authority to approve courses for major amputations, loss of eye, etc.

The CHAIRMAN. The committee will stand adjourned until 10 o'clock to-morrow.

(Whereupon the committee adjourned until Saturday, May 8, 1920, at 10 o'clock a. m.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Saturday, May 8, 1920.

The committee this day met, Hon. Simeon D. Fess (chairman) presiding.

The CHAIRMAN. Mr. Brigham, will you please take the stand?

TESTIMONY OF MR. CARL C. BRIGHAM, WASHINGTON, D. C.

The witness was duly sworn by the chairman.

The CHAIRMAN. Mr. Brigham, please give your full name and address.

Mr. BRIGHAM. Carl C. Brigham, 2000 Sixteenth Street NW., Washington, D. C.

The CHAIRMAN. When did you become connected with the work of the Federal Board?

Mr. BRIGHAM. In December, 1918; about the 18th of December.

The CHAIRMAN. What had you been doing before you took a position with the board?

Mr. BRIGHAM. I was in the service, in the Army.

The CHAIRMAN. When did you enlist?

Mr. BRIGHAM. On July 7, 1917, enlisting in Battery C, Third New York Field Artillery, which was a National Guard organization. We were mustered into the Federal service on July 15, 1917. I was later transferred to the Tank Corps, and was discharged as a first lieutenant in the Tank Corps.

The CHAIRMAN. Did you go overseas?

Mr. BRIGHAM. I did not.

The CHAIRMAN. What had you been doing before you enlisted in the service?

Mr. BRIGHAM. In 1912 I graduated from Princeton with the degree of Litt. B.; in 1913, with the degree of A. M., from Princeton; and in 1916, with the degree of Ph. D. For the latter half of 1916 and the first few months of 1917 I was an instructor in Princeton. In March of 1917 I went to Canada for the purpose of enlisting in the Canadian service. I went to Ottawa in order to enlist and there met a man that I had previously been associated with in a professional capacity, Dr. Farrar, who was at that time associated with the Military Hospital Commission of Canada, which has later been called the Soldiers' Civil Reestablishment Commission. It is the organization in Canada which deals with the rehabilitation of soldiers—their hospital treatment. Through Dr. Farrar——

The CHAIRMAN (interposing). What time was that?

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Mr. BRIGHAM. In March, 1917. Through Dr. Farrar's influence, I accepted employment on the Canadian Military Hospital Commission and worked there with the vocational branch of the commission.

The CHAIRMAN. You were engaged in rehabilitation work in Canada before we had declared war?

Mr. BRIGHAM. Yes, sir. After we declared war, I came down to Buffalo, which was the nearest place, and enlisted in the service.

The CHAIRMAN. Your degree was bachelor of literature, first?

Mr. BRIGHAM. Yes, sir.

The CHAIRMAN. And ultimately you received the degree of doctor of philosophy?

Mr. BRIGHAM. Yes, sir.

The CHAIRMAN. That is very commendable. How old are you?

Mr. BRIGHAM. I am 30 years of age.

The CHAIRMAN. Doctor, you have heard all of this testimony—I presume you have read the charges. The thing that we want to get at is what is called the hard-boiled order. I have understood that you wrote it?

Mr. BRIGHAM. Yes, sir.

The CHAIRMAN. Will you give your own interpretation of it to the committee?

Mr. BRIGHAM. I have not prepared any defense, because I do not intend to defend the order. The statement which I made to Mr. Lamkin in March has been placed in the record. That statement shows the origin of the so-called order. I hope to be able to demonstrate that there was no intention on my part of creating anything or writing anything which would in any way be hostile to the disabled soldiers. My only object in being with the work is to be able to get the job over, and at the time that so-called order was written I thought that it might help to speed up the work.

The statement which I made to Mr. Lamkin, and which has been placed in the record, shows the various factors which led up to the writing of the instructions to these C. O. C. B. men. C. O. C. B. means central office case board representatives. I think this could be said: That the original order which was written and which was exactly, as I remember it, as published in the New York Evening Post, went out by mistake to Mr. Becker. I do not know how it got out. As far as I know, he was the only man who received it.

The other copies, the deleted copy, was sent out by me or by somebody under my instructions to all of the men who were representing the central office case board in the field at that time. There might have been five or six of those men out on the road then. At the time it was written—I think it was early in October, there were several men in the central office being trained to go out as members of the first eligibility squad. I am pretty sure that those men had a copy of the deleted instructions. That makes about 12 or 14 men. I do not know just who the men were, but I think about 12 or 14.

The CHAIRMAN. All of that has come out in the testimony of other men.

Mr. BRIGHAM. Yes, sir. At the time that it was written I would say this: That there was nothing in my mind, and I do not see anything in the order or the hints, whatever they were, that could be interpreted in the way it has been interpreted by the press and by members of the committee.

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The CHAIRMAN. Doctor, you say that it got out by mistake. That would indicate that it should not have gone out; and if it should not, it must not have been an entirely proper instruction to go out?

Mr. BRIGHAM. I was referring to the first copy, which went out by mistake.

The CHAIRMAN. That was the copy you wrote?

Mr. BRIGHAM. Yes, sir; and Mr. Lamkin made certain deletions in it.

The CHAIRMAN. You say that it went out by mistake. Do you admit that it was a mistake to have written it?

Mr. BRIGHAM. Oh, yes; certainly. It was very obviously susceptible to the interpretation which I did not write into it.

The CHAIRMAN. You used the phrase "hard-boiled"?

Mr. BRIGHAM. Yes, sir.

The CHAIRMAN. And stated, "Be hard-boiled"?

Mr. BRIGHAM. Yes, sir.

The CHAIRMAN. What was your attitude toward the soldier when you wrote that?

Mr. BRIGHAM. That did not refer to the soldier. It referred to the situation that the case board representative was in in the district office.

The CHAIRMAN. But they were to be hard-boiled toward the people who were dealing with the soldiers?

Mr. BRIGHAM. Well; I do not know. This is the situation. It frequently happened that a man got behind in his work because there was more work than he could do. We had probably six men on the road and they would go from district to district, and one man might have to cover two districts. They were always working against time, and a situation came up sometimes—I only remember one in my own case—where I had more cases to act on than I had time; that is, I was pressed for time. Members of the district office staff would bring cases in to get a decision. We would always give them a decision. They would stop to talk and we would always talk with them, but it sometimes came about that we simply did not have time to talk to them for, say, half an hour. In order to get through with the other cases we just had to tell them that we could not talk to them. That is all I had in mind when I said, "Be hard-boiled."

The CHAIRMAN. You see how that could be interpreted?

Mr. BRIGHAM. Yes, sir.

The CHAIRMAN. With reference to this work and specially the soldiers where the term "hard-boiled" has come to have such a very unfortunate meaning?

Mr. BRIGHAM. Yes, sir.

The CHAIRMAN. Especially in the treatment of soldiers in court-martial cases, and so on.

It is difficult, Doctor Brigham, for me to get your angle, without seeming to be a little offensive, I fear. For example, the instructions that I have noted, reading them with the greatest amount of charity, causes me to feel that it was rather a flippant attitude toward this whole work and without corroborating evidence against that attitude, with the mind that it puts me in, I would have to feel that one giving instructions from the position you occupied and from the qualifications that you possessed, evidenced by the credentials which you carry,

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indicates that your attitude toward that work was not what it ought to be. As chairman of the committee, I do not want to be offensive to you, but that is the way that it strikes me. One with the high type of qualifications which you had justified confiding to you this work, but there is a disappointment in my mind. Take for example a statement like this:

The ears and the heart do not function. The organs used in approving cases are the eyes and the brain.

That was a very unfortunate expression. I can not understand what you had in mind when you said:

Accept advice from central office. Take all the cigarettes you can get from members of the district office staff, but no advice.

I can not get away from the conviction that that was flippant. What did you mean; what is the spirit of the statement, "Take all cigarettes, but take no advice"?

Mr. BRIGHAM. It is a plain overstatement of the situation which we were called upon to correct. The men who were working on the case board were all personal friends of mine; they were all fine fellows. I had had some criticism of their work in the district offices, the principal criticism being that they carried gossip from one district to another, and they made on one occasion, I think, a suggestion about the file system which they were not qualified to make, and in order to help those men as much as possible to get over the limitations of their attitude in a friendly way. I frankly say that when I wrote those hints I did not give them much thought; I simply scratched them off.

The CHAIRMAN. I am trying to put myself in your position.

Mr. BRIGHAM. Yes, sir.

The CHAIRMAN. I think I might excuse myself for making a statement of that kind in a group of persons where we were all together and wanted to use some illustrative material to get at what I wanted to say, but for the life of me I can not imagine that I would put that in the form of instructions on paper and send it to them.

Mr. BRIGHAM. Well, I can understand that.

The CHAIRMAN. Because you are talking and you could explain what you were referring to. If there is anything in the instruction that needed explanation, you could very easily do it, but instructions put on paper must mean what they say. I do not see that we have any room to assume that they do not mean what they say, and when you say "Be hard-boiled" in this matter or "Accept no advice, but accept all the cigarettes you can get," etc., and put that in the form of instructions I can not see how you, as responsible as you are, determined by your position, could make that statement unless you meant it.

Mr. BRIGHAM. They were not instructions. Do not misunderstand me; I am not trying to defend this document.

The CHAIRMAN. I appreciate your attitude, and your position is very much better than some others who have testified.

Mr. BRIGHAM. The only thing that I had in mind at the time, as I have said, was to try to speed up the work, and the only reason I am there and staying there is because I feel that I can speed up the work. I feel that I have done quite a lot on the board toward getting the men

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in training, and I think that the sum total of my action since I have been with the board has been very much in favor of the disabled man. I will put my record of action against that of any other member of the board, and I think I can show that my work has been favorable to the man. I can produce certain documents to prove it, if necessary.

The CHAIRMAN. If we are to judge altogether your work by what we have read in this document that you prepared and not by the actual attitude which you have shown, it would be unfavorable from my standpoint.

Mr. BRIGHAM. Yes, sir; I want to say this much. Suppose the order means what you read into it, suppose the order or instructions or helpful hints means just exactly what the Evening Post reads into it, even then, if it had been sent out by the board itself, it would have had no effect on these case-board representatives. Those men are reasonable men. They knew who wrote the instructions, they knew the policy of the board was to be liberal to the man and to give him the benefit of the doubt, and the order could not have had the effect which has been read into it.

The CHAIRMAN. Doctor, suppose that you were conducting this investigation and felt yourself responsible and had heard witness after witness testify to personal treatment, much of which indicated an unfriendly attitude or an attitude which indicated that the Government was looking upon these men as charity subjects, and suppose you heard day after day testimony of that sort, and under the rigid cross-examination would ultimately come to the conclusion that there was a good deal of basis for these complaints, and then there was flashed before you orders from the central office, not orders, but some form of memorandum from the central office of the style of this order, what would be your inference as to the treatment of the Government agents toward these men?

Mr. BRIGHAM. I would take exactly the position you have taken, Mr. Chairman, that it affords—I will not say that—that it is hard to understand how instructions of that sort could have been issued. I have never met anybody in the district offices of the board who has been hostile to the men. I have been, I think, in 9 or 10 of the district offices. They are very fine men that I have met in all of those offices. I have not met the entire staff, but I have never found anything but the greatest friendliness toward the men themselves. My own attitude is one of friendliness. As a member of the case board, I had to disapprove some men's cases.

The CHAIRMAN. That goes without saying.

Mr. BRIGHAM. But whenever a case was disapproved I wanted to see that he got a fair decision and got it quickly, and I think that is the one thing that we are all trying to do, to see that a man gets a decision which is fair under the law and that he gets that decision as promptly as possible. We are trying to speed up the work all the time. I was the first person who suggested that the central office case board representatives be sent to the district offices. I did that with the idea of getting these cases into training when the schools opened last fall. Later on it did not seem to go fast enough, and I suggested again to the chief of the division this eligibility squad operation. I was in charge of the eligibility squad; I trained the men for the squad. We split into two sec-

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tions, one-half went to the West and one-half stayed in the East. I was with the eastern squad. Those men all did work in the squad. If they had not given the soldier the benefit of the doubt they would have been dropped, and they were dropped. You would be surprised, but one of the hardest things to get across was to stretch the case to its limits to give the man everything that he was entitled to. The average man who passes on cases is inclined to play safe. He is inclined to ask for additional evidence when that evidence is not necessary. One of the most difficult things was to train those men so that they would accept the minimum amount of evidence which was necessary and to approve the man's training right then and there without calling for any additional evidence.

The CHAIRMAN. That was to expedite and also to avoid any unnecessary corroborative evidence?

Mr. BRIGHAM. Yes, sir. The eligibility squad has been criticized and I hope that I will have an opportunity to say something about the work they did. We approved over 12,000 cases for training. That was a clear gain of 12,000 cases over what the procedure of the district offices at that time would have yielded in that interval of two months that we were out. We undoubtedly approved cases in error. I do not believe anybody is ever going to look for them and find to whom we gave training who were not entitled to it. We undoubtedly made mistakes in the other direction, but I think they were very, very few compared to the mistakes that we made in favor of the men.

The CHAIRMAN. What I want to get from you are all the facts on this order that we have been discussing, of which you were the author. The making of that order did not have a good effect upon the soldier. He was finding himself in a position where he thought he was being treated as a matter of charity. There was discouragement developed, and time and again men have stated to the committee that "I did not see any need of going further. What is the use? We had delay after delay and it appeared that the Government did not want to reach a decision that would give us training." Under that general unrest among those who were trying to get in, here comes a statement like this, and it is published broadcast. The error was not in the publication, but the error was in its ever having been written. There is hardly any person who has not testified that something was written that should not have gotten out, and I think everybody would say that the thing should not have been done. What is your position upon the general effect of this unfortunate order?

Mr. BRIGHAM. I think there were two errors. The first error was that it should not have been written and the second error was that it should not have been published. As it was written and sent out, if it had been sent out in the original way it was written, it could have had no effect on the attitude of these men dealing with the claims of the soldiers; it could not possibly have had any effect.

The CHAIRMAN. I do not see it that way, Doctor.

Mr. BRIGHAM. Those men know enough not to follow instructions which are subject to the interpretation which has been read into the order. I myself when I am in the field and get instructions from the central office that I do not like, I do not follow them, I write back and tell them that I will not.

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The CHAIRMAN. That is not a very safe thing.

Mr. BRIGHAM. I have always taken this view. If it comes to a show down where my work or my position is at stake and I can get more for the disabled man by disobeying instructions from central office, I simply disobey them and notify them that if they want to "fire" me, they can. I have three or four resignations in now, I can produce them—not three or four resignations, but I can produce evidence that any time my position is at stake I always take the action which I think is most favorable to the man and inform the board that the action has been taken.

The CHAIRMAN. I think that is rather a broad view to take, Doctor, that the man who is under instructions of the central office is to use his own judgment as to whether or not he is to execute the order. I think it is very unfortunate when the central office sends an order and they may or may not hold them responsible?

Mr. BRIGHAM. I am responsible for issuing that "Helpful Hints" document.

The CHAIRMAN. I mean if that is the general attitude, to give an order and not care whether it is observed or not, leave it to the judgment of the man, I think that would disorganize everything.

Mr. BRIGHAM. This is the policy of the central office. There are very few general rulings on the decisions which would be given by eligibility men. They expect the eligibility men to use their judgment. The general rulings which are in effect are rulings such as this, any case suffering from a major amputation can be placed in training immediately, and a recent ruling that any man who suffered active tuberculosis in the service is eligible for training if his disability, tuberculosis, can be related to his service. It is impossible to make any set of instructions or rules which would cover all the cases which must be decided under the act. The central office expects that these men will use their good judgment and if they make a ruling which conflicts in any way they expect the ruling to come back to them, they are always ready to revise any ruling which is unfavorable to the men. I can show that very easily.

The CHAIRMAN. However, Congress can only deal with the central office. The central office is primarily responsible to Congress. That office must be responsible for the orders it allows to go out. If there is any order that goes out that is very objectionable in its execution or in its omission we can not hold responsible the person down the line who said, "It is bad and I therefore did not obey it," Congress can not look to that person, Congress will have to hold responsible the central office. It will not do for the central office to say, "We are getting out instructions which may be obeyed or not, dependent on the judgment of the man at the time he is executing them." I can not see it that way.

Mr. BRIGHAM. I did not mean to imply that that would be the case in all sorts of instructions, but I certainly think—in fact, I know that these boys who were trained by me, as I said, and who received these "Helpful Hints," they would not think they were instructions; they did not take them as instructions at all at the time; they were not instructions even to those men.

The CHAIRMAN. Instructions or not, they have had a bad effect on the whole rehabilitation work.

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Mr. BRIGHAM. I think so. I want to say this again. They did have no effect on the attitude of the men who received the orders. The bad effect has come entirely from the publication of them. I think really that the effect of the publication has been very bad. The problem that we are up against is the problem of getting the men to take the training which we offer, and it is 95 per cent what the soldier does for himself and 5 per cent what the Government does for him.

The CHAIRMAN. The only difference between your conclusion, there, Doctor, and mine—I do not know how the members of the committee generally feel about it—the only difference is not as to the bad effect, because we all agree that it has had a very bad effect—I hold in my hand here one of a great number of editorials which have come from all sections of the United States, editorials in the highest-rank newspaper fraternity, if I can use that expression, in America, not only in the daily papers, but it is in the weekly publications and the monthly magazines, editorials written by editors who have a most friendly attitude not only to the work of rehabilitation, but to the work of the boys, to the effect that it is too bad that this great work has fallen down, the assumption that the work has failed, it has deteriorated, and especially do they comment upon the attitude of the central office toward the soldier as revealed in such orders as the "hard-boiled" order. I think everybody must admit that it has had a bad effect. You think it is the publication that is at fault, and I am inclined to think that the publication would not have been made if it had not been written, and that it is the writing which is at fault.

Mr. BRIGHAM. Of course, it could never have been published if it had not been written; but the order as published was never sent to anybody except Mr. Carl Becker, who got it by mistake. It certainly had no effect on his attitude toward the disabled men. The men who did receive it in the field received the revised copy, and it could have had no effect on them.

The CHAIRMAN. Mr. Brigham, Mr. Dallinger desires to ask you some questions.

Mr. BRIGHAM. Very well.

Mr. DALLINGER. Where is your home?

Mr. BRIGHAM. My last legal residence was Princeton, N. J.; my home is in Lowell, Mass.

Mr. DALLINGER. Did I understand you to say that you had taught at Princeton?

Mr. BRIGHAM. For half a year.

Mr. DALLINGER. What?

Mr. BRIGHAM. Psychology.

Mr. DALLINGER. As an assistant professor?

Mr. BRIGHAM. No; as an instructor.

Mr. DALLINGER. I think you stated that you felt impelled to prepare this original order or memorandum because of certain things that had arisen. Will you please explain to the committee what the conditions were that made you think it was necessary to prepare the original order?

Mr. BRIGHAM. The first stimulus was a letter received from one of the men out in the field, stating that he understood from a conversation with a case-board representative that he could be transferred to another district for duty at an increased salary. The men working

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as case-board representatives should not have gotten mixed up in a situation of that sort. Another difficulty that we had was the fact that men were passing on cases, the district offices, and in all cases would not take the complete evidence in the case to determine. There might have been a good many cases passed without the complete evidence in them; but there were a great many more cases which were acted on which came into the central office with practically no evidence. At that time it was the policy of the central office to have in the man's folder here in Washington all the legal proof which pertained to his case, and we wanted to get that evidence in.

Another difficulty was the fact that the eligibility men; that is, the case-board representatives, although they did not make general rulings themselves, were attempting to make general rulings on the basis of their cases. It is absolutely impossible to make any general rulings which will apply to a man's eligibility, there are so many variable factors that no general rulings could cover them. The central office itself made only a few general rulings and we did not want anybody in the field to make rulings of that sort. Another difficulty was the time limit which was on the work; that was really the big difficulty. The change in the act of July 11 left a great many cases in the district offices which were ready to be acted on. The districts wanted to get those men in training and we wanted to get them in training. These men were sent out to clear the cases. They had a regular schedule, sometimes 24 hours and sometimes 48 hours in the district offices, and sometimes longer. They had to leave on a schedule and hurry to the next district where these cases were prepared and waiting on a table. We wanted to get the men into the districts. We wanted to do everything possible so that they could work fast. We wanted to get them out promptly. We did not have enough men to spare one for each of the 14 district offices; we simply did not have the personnel. The only solution was to place these men out. Those, in general, are the factors which led up to the writing of the "Hints."

Mr. DALLINGER. Do you think anything you have stated offers any reason for putting into that memorandum the sentence and phrase to which serious objection has been made? Could you not have accomplished everything that you wanted to accomplish, based on what you have just stated, without putting in any of those harsh and objectionable words?

Mr. BRIGHAM. Yes, sir. I could have accomplished everything without writing it at all.

Mr. DALLINGER. Could you not simply have sent out instructions that you wished to have all the evidence ready, all the papers prepared when the man from the central office went out to a certain district, without putting in this harsh and brutal phrase?

Mr. BRIGHAM. I could have. There was nothing harsh or brutal in my mind when I wrote those words, absolutely nothing. My attitude then was that we had a great many points that we wanted to cover and that we might get them across better by putting them in this form, possibly. I expected that those men would take it and read it and throw it away after they read it. Most of them did. I have never been able to find the man who has kept it. I have not one myself.

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Mr. DALLINGER. Where was this man Becker?

Mr. BRIGHAM. He was in Oklahoma City.

Mr. DALLINGER. I understand you to say that so far as you know he was the only man who ever received a copy of the original?

Mr. BRIGHAM. Yes, sir; so far as I know.

Mr. DALLINGER. And that was by mistake?

Mr. BRIGHAM. Yes, sir; I do not know how it got out.

Mr. DALLINGER. Will you tell the committee, Doctor, just what position you hold under the Vocational Board?

Mr. BRIGHAM. At the present time?

Mr. DALLINGER. At the time you wrote the memorandum?

Mr. BRIGHAM. At the time I wrote the memorandum I was assistant to the chief of the division. I did extra work in the chief's office. At that time he had five assistants; two of them were field agents, and I was one of the office assistants.

Mr. DALLINGER. You were not in any way under Mr. Hamilton?

Mr. BRIGHAM. No, sir.

Mr. DALLINGER. Have you ever at any time been under Mr. Hamilton?

Mr. BRIGHAM. No, sir.

Mr. DALLINGER. Did Mr. Hamilton at any time suggest to you that you prepare such a memorandum?

Mr. BRIGHAM. No, sir.

Mr. DALLINGER. So that, in preparing this original memorandum, you were acting entirely upon your own responsibility?

Mr. BRIGHAM. Yes, sir.

Mr. DALLINGER. Did you intend, when you prepared that original memorandum, to submit it to Mr. Lamkin direct?

Mr. BRIGHAM. I did not have that in mind at the time. After it was written, it was put on his desk—that is, all the copies I had.

Mr. DALLINGER. I thought there was only one copy besides the copy that got out to Mr. Becker.

Mr. BRIGHAM. Wait a minute. There must have been two typewritten runs—that is, about 10 or 12 copies written.

Mr. DALLINGER. Of the original memorandum?

Mr. BRIGHAM. Yes, sir; all clipped together with a paper clip and placed on Mr. Lamkin's desk. I threw all of those away myself. I threw them in the wastebasket.

Mr. DALLINGER. You did not know that one of them got out?

Mr. BRIGHAM. No, sir.

Mr. DALLINGER. It must have been mailed to him?

Mr. BRIGHAM. I think it must have been.

Mr. DALLINGER. You have no idea who mailed it?

Mr. BRIGHAM. No, sir.

Mr. DALLINGER. Doctor, do you think that any Government department, or any business, would be successfully carried on under a system under which subordinates receiving instructions from their superiors would be at liberty either to comply with those instructions or to entirely disregard them, according to their own private judgment?

Mr. BRIGHAM. I do not think that any business or anything could be conducted on those principles.

Mr. DALLINGER. As I understand your testimony, you say that that memorandum that was sent out to the central board representa-

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tives could not have had any bad effect, because they would not have followed it.

Mr. BRIGHAM. There was nothing in there to follow; really, they were not instructions.

Mr. DALLINGER. I just want to call your attention to three paragraphs. The fifth one reads:

> The organs used in approving cases are the eyes and the brain. The ears and heart do not function.

I want to ask you, as a former instructor in psychology in Princeton University, whether or not you think that that sentence would have any effect upon the mind and heart of a subordinate?

Mr. BRIGHAM. I will make my answer to that at length, if I may. The situation is this: The vocational rehabilitation act requires that four conditions be met by everybody eligible for training. Those conditions are that he must have been discharged under honorable conditions; that his disability must be due to the service; that he is in need of vocational rehabilitation to overcome the handicap of his disability; and that the training is feasible from a mental and physical standpoint. There are a great many men who are not eligible for training under the vocational rehabilitation act. There are many men excluded by the act because of failure to meet every one of those four conditions. If a man comes to the district office, it is necessary that all four of those conditions be met before he can be placed in training. In most cases they do meet those conditions, or most of them, but it not infrequently happens that a man's case does not meet all four of those conditions, and it also frequently happens that those men are in need of Government help. Those men are not provided for under the vocational rehabilitation act. Let me illustrate with the case of a man who was discharged from the service because he was suffering from tuberculosis. His disability was due to the service; he was discharged under honorable conditions; his disability is such that he is in need of training to overcome the handicap resulting from it; and then the fourth condition is that the training must be feasible.

Now, it frequently happens that a man's tuberculosis is not arrested, but is still active, and under those conditions training is not feasible. We can not put the boy in school, as much as we want to do so, and it is not to his interest to put him in school. That is a situation that came up very frequently in Denver, where for a long time men who were totally disabled and suffering from active tuberculosis got $30 per month on which to support themselves from the Government. Now, those men could not support themselves on that; they could not get proper food for $30 per month; they could not live; and at the same time the board could not train them. There was no Government agency which could train them. Another type of cases, many of which are very deserving, is where a man has been discharged for disability due to his own willful misconduct. Those men are debarred. Now, what I meant to say in that fifth paragraph was this, that those four conditions have got to be met, and if they are not met there are no other conditions, social, economic, or any other sort, which would legally entitle the man to training. He has got to meet those four conditions or else he is not

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included in the vocational rehabilitation act. It is a terrible thing to say, but it is absolutely true, that there are lots of men who are not included in any system of relief which has been set up.

Mr. DALLINGER. Right there may I ask another question?

Mr. BRIGHAM. Yes, sir.

Mr. DALLINGER. Do you not think that it was the intention of Congress that the question of whether or not a man was vocationally handicapped and the question of whether or not training was feasible should be left entirely to the judgment of the vocational board and its employees?

Mr. BRIGHAM. Yes, sir; but the board can not put a man in training under the act who does not meet the conditions of disability and other conditions of the vocational rehabilitation act.

Mr. DALLINGER. I am talking about the question of fact. Of course, you understand that the question of whether he was honorably discharged from the service and the question of whether he was suffering from a disability are exact questions that must be met. You can not give training to a man who was not honorably discharged from the service, but when it comes to the question of whether or not the man is vocationally handicapped, or whether or not his training is feasible, those are matters that are left almost entirely to the judgment of the board and its employees. Is not that so?

Mr. BRIGHAM. Yes, sir; provided there is a handicap. The law prescribes that the man must be put in training to overcome the handicap of his disability.

Mr. DALLINGER. You have already testified to the fact that in a great many cases you have perhaps erred on the side of the man?

Mr. BRIGHAM. Yes, sir.

Mr. DALLINGER. You have also stated, and stated correctly, that neither Congress nor the country would ever criticize you for that. Now, that being so, and the matter being entirely one of judgment, and not being an exact question, but the questions involved being mere questions of judgment, do you not think, as a student of psychology and as a former teacher of psychology, that any such instructions as you sent out or as you wrote would have the effect of making the employees of the Vocational Board hard-hearted, so that they would not give the benefit of the doubt to the crippled soldier or disabled soldier?

Mr. BRIGHAM. I do not think it would make them hard-hearted. Those men are in contact with the disabled men in the field. They are interested in the man's family situation and his own situation; they go into every phase of his case, and they are very deeply personally interested in the cases of these men. It would be impossible for anybody to write anything which would influence them that way or make them hard-hearted.

Mr. DALLINGER. I want to call your attention to the eighth paragraph—

Be hard-boiled.

Then, a little further—

Put cotton in your ears and lock the door. If you are naturally sympathetic, work nights when nobody is there.

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Now, we had testimony before this committee from some of the soldiers, and they testified that the impression they received when applying for vocational training was that the Vocational Board or its subordinates, or the subordinates with whom they came in contact, were there to prevent it; that is, that they received the impression that the Vocational Board and its employees were there to prevent the boys from getting the training that Congress intended they should have. Now, that being so, and they having received that impression, with this memorandum, which was not supposed to be made public, coming out and being published broadcast throughout the country, would not every soldier who was seeking training feel that his impression was corroborated and supported by instructions such as these which were supposed to be sent out to the men from the central office who passed upon their cases?

Mr. BRIGHAM. I would say this: In the first place, I do not think that that attitude of the men toward the board is prevalent. I know that the attitude of the employees of the board toward the men is a most kindly attitude, and all of their actions are taken with the interest of the men at heart.

I can understand how occasionally a man might feel that he was not treated sympathetically through the slip of some employee, but that is certainly not general. I never met a finer group of men than the men who are working in the field and coming in contact with these boys. I have said before, and I say again, that these "Helpful Hints" could not have generated such an attitude. They certainly could not have generated such an attitude on the part of the employees of the board or the central office case board representative, because those employees never saw that order until it was published. The only people who could have been affected by the sentences which you quoted were the people who saw that original order, and I know of only one such person. Those sentences which you quoted were deleted by Mr. Lamkin. It is impossible, because they were not sent out to the case board representatives, except that one by accident to one man.

Mr. DALLINGER. I thought you said that they were sent out.

Mr. BRIGHAM. No, sir; deleted copies were sent out. I said I took a dozen copies of the original and threw them in the wastebasket myself. If those instructions were never received they obviously could not have had any effect upon the employees to whom you are referring. Of course, I feel very badly myself that the order was published. It gives an entirely false impression of the attitude of the employees of the board. It has made the board an object for criticism. As Dr. Fess has said, it has been taken up repeatedly by different newspapers, and it is very unfortunate. The "Helpful Hints" document itself that I sent to those six men did no harm. The damage was done by the publication. The employees of the board never read it, until you read it. You saw it as soon as they did.

Mr. DALLINGER. Now, let me ask you this question: Where did you get that expression "hard-boiled"?

Mr. BRIGHAM. I was in the service, and it was quite a popular expression in the service, or a common expression. It was not a popular expression, but rather unpopular.

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Mr. DALLINGER. Do you remember the case of "Hard-Boiled" Smith?

Mr. BRIGHAM. Yes, sir.

Mr. DALLINGER. Do you not think that when that expression got out in the country, naturally every boy in service, not only those boys who were eligible for training, but their comrades throughout the country, would immediately think of "Hard-Boiled" Smith, and the barbarities and inhuman cruelties that he perpetrated upon the boys, and the cruelties practiced upon the boys in the Bastile Prison?

Mr. BRIGHAM. I do not think they would have formed any such impression if they had talked with any employees of the board.

Mr. DALLINGER. Do you not think that a boy would naturally place that interpretation upon the words "hard-boiled"?

Mr. BRIGHAM. I do not know.

Mr. DALLINGER. Do you not think that it was natural that people generally would get from that expression in your memorandum the impression that the employees had an attitude toward those crippled soldiers that was not sympathetic, but that was, on the contrary, more or less brutal?

Mr. BRIGHAM. I do not know, Mr. Dallinger. You are as good a judge of that as I am. I would, of course, like to take a more favorable opinion of what they would think. I know that if they had ever met any employees of the board they would not feel that way. I do not think that the men who are in training under the board or the men who are constantly applying at the district offices of the board hold that opinion at all. If that opinion is held, it comes from the publication of the order or the document. The original "Helpful Hints," or the deleted copy, would have had no such influence on the employees of the board. They could not have had any such effect. The phrase "hard boiled" as used in the original copy of the "Helpful Hints" does not refer to the disabled men. This expression, "put cotton in your ears," refers to the matter of working at night, when nobody is at the office, when you can go twice as fast with a case than you can when everybody is in the room.

Mr. DALLINGER. It refers to an attitude of mind on the part of agents of the Government of the United States in dealing with the cases of disabled soldiers who apply for training?

Mr. BRIGHAM. No, sir; that does not apply to their attitude toward the cases at all.

Mr. DALLINGER. What was your object in writing it?

Mr. BRIGHAM. This is the situation they were up against, and I will illustrate it by a concrete example: I am working in the Boston office, and I have 100 cases to pass upon; I have got to get down to New York on the midnight train; you are an employee of the board, and come into my room while I am working and give me a case and ask for my decision on the case; I will look through the case and give you a decision, which, according to my judgment, is fair to the Government and fair to the man. You may possibly stop to talk with me or to question my decision, and I would talk with you as long as I could, but the situation might come when, as I have that work to do, you are in my way, and if the question

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came up to me of standing and talking about one case instead of acting on 99 others, I would tell you to get out, and I would go on with the 99 other cases. That is what I mean by working nights when nobody is there and "putting cotton in your ears." The district staff realized the pressure that the men were working under, and they all gave instructions to their employees not to talk with the case-board representatives any more than they could help—that is, to go in and get a decision and then leave them and not to interrupt their work any more than was absolutely necessary. The case-board men themselves were always glad to talk over fully all aspects of a case, but they simply did not have time to sit for hours and talk. I have talked as long as three hours one day with the representative of a district-office staff, but I had the whole day to talk, with no other case to act on. A case came up in the Chicago office one time when the case-board representative worked absolutely to train time, threw down the last case, acted upon it, took a taxi, and just met the train. They were working under that sort of pressure to get through with the work and get out. The phrase "hard boiled" which occurred in that original draft, and the phrase "put cotton in your ears and work nights," did not apply to the relations of the district staffs to the disabled men, or to the special case-board representatives in their relations to the men's cases, but it referred to their relations with the district-office staffs. It was a very difficult situation and one which could not be avoided.

Mr. DALLINGER. Right on that point you cited the cases of men who had tuberclar trouble. Do you not think that a man who has any trouble of that kind is to that extent vocationally handicapped?

Mr. BRIGHAM. Yes, sir; I think that a man with tuberculosis is vocationally handicapped. He may possibly not be vocationally affected by the tuberculosis, but it is a constant hazard in his life.

Mr. DALLINGER. So that, assuming that he was honorably discharged from the Army, and was found by a physician to be 10 per cent disabled, you would not have to spend any time in determining whether or not he was vocationally handicapped?

Mr. BRIGHAM. No, sir.

Mr. DALLINGER. Now, that leaves only the fourth requirement, namely, that the training shall be feasible, which, again, is a matter entirely in the judgment of the board or is left to the judgment of the Vocational Educational Board and its representatives. Do you mean to say that it would not be possible to give a man of that kind some kind of light training in an out-of-door way, in a dry climate, such as Colorado or Arizona?

Mr. BRIGHAM. The policy of the board in training cases suffering from tuberculosis has been made in cooperation with the National Tuberculosis Association. The National Tuberculosis Association sent a representative to the central office and stationed him there for several months while they were shaping the policy. It has been made in cooperation with them, together with the United States Public Health Service. The man's physical condition is usually described as arrested or apparently arrested, quiescent, or active. In the active stages the National Tuberculosis Association and the United States Public Health Service decided that no vocational training should be given, and that any training that should be given

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would be in bedside occupations. In the quiescent stage the board has, I think, three institutions where men whose condition is quiescent can be sent for training. They are given special medical attention, and everything possible is done to bring them into the arrested stage.

As soon as the case is arrested training is given. The difficulty of the situation is this: That if a man needs hospital treatment, or wants hospital treatment, he can get it under the Public Health Service, and the vocational board has its representatives in the Public Health Hospitals. The cases I referred to were cases of tuberculosis at Denver, who did not want to go to the Public Health Hospital, or for whom no hospital facilities were afforded, I do not know which. They had come out of the Army on their own request. The Army did not want to discharge them, but the relatives of the boys said that they would take proper care of them. As soon as the boys got out—they were discharged under Circular 138—practically as soon as they got out they would come to the board and ask to be put in training. They would be suffering from active tuberculosis. We could not put them in school, as we do the other men, and they did not want to go to a hospital for treatment. They were trying to buy their food and clothing for $30 per month, and I tell you it was a situation that an ordinary man could not meet.

Mr. DALLINGER. Right there, did it ever occur to you that where you have a number of men of that kind in a place like Denver, Arizona, or some place where the climate is dry, you might have organized a special school where those boys could have had light training in bookkeeping, with the courses of study so arranged that the training would not interfere with their health?

Mr. BRIGHAM. Such institutions have been prepared and the Public Health Service is operating them now. The board has an institution for quiescent cases, and the Public Health Service handles both cases—that is, those that are active and also cases that are quiescent. They take the active cases. That is a function of the Public Health Service, and it is not a function of the board. The law says that the board shall provide vocational rehabilitation where such rehabilitation is feasible. If a man is sick, he can not be given training. Training certainly is not feasible if he is running a temperature.

Mr. DALLINGER. Why not?

Mr. BRIGHAM. Only under certain conditions under the Public Health Service. Now, the Public Health Service has these hospitals, and we have put our own instructors in the hospitals to give them vocational therapy, which is a very wonderful thing for them. The cases I am talking about are the cases of the men who do not want to go into a hospital. There is no other way. The board can not put them in training.

Mr. DALLINGER. I do not understand why they can not.

Mr. BRIGHAM. The act reads that the vocational training must be feasible.

Mr. DALLINGER. That is entirely in the judgment of the Vocational Board, is it not?

Mr. BRIGHAM. The way that training would be provided would be in this way: The board would put people in the hospitals to train them, and they would have to go into the hospitals. I do not think that it was ever intended by Congress that the board should

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erect hospitals. Congress has never authorized the board to buy buildings or to erect buildings. I do not think that it was the intention of Congress that the board should erect hospitals, but they are left to the Public Health Service.

Mr. DALLINGER. Is it not a fact that a boy could be treated by the Public Health Service for his physical ailment, and at the same time an arrangement made by coordination between the Vocational Board and the Public Health Service so that those boys could have light preparatory training?

Mr. BRIGHAM. Yes, sir; and it is being done.

Mr. DALLINGER. I am talking about the matter of training for the boys.

Mr. BRIGHAM. It is being done. The board is training men in the hospitals of the Public Health Service. In every hospital where there are more than 20 men, the board is making an arrangement to go in there and provide instruction.

Mr. DALLINGER. It might be done where there were less than 20, if they wanted it?

Mr. BRIGHAM. Yes, sir.

Mr. DALLINGER. They could do it with one man?

Mr. BRIGHAM. Yes, sir.

Mr. DALLINGER. In other words, there was no reason growing out of this fourth requirement because of which it was necessary for any of the agents of the Vocational Board to be "hard-boiled" or unsympathetic in dealing with the question of determining whether, or not, it was feasible to train those boys in light courses of training?

Mr. BRIGHAM. There were a good many men debarred from training by the conditions of the act.

Mr. DALLINGER. Will you explain to this committee what there is in the act that prevents you or any other agent of the Vocational Board to decide that, in your judgment, training is feasible?

Mr. BRIGHAM. The wording of the act. I do not know that I have a copy of the act here, but the law says it.

Mr. DALLINGER. Who determines the question of whether the training is feasible?

Mr. BRIGHAM. The board. In the cases of men suffering from active tuberculosis, and who must be treated in hospitals, or in the cases of men who are insane, and training is not feasible at the present time, the board will take those cases and give them occupational therapy in the hospitals, or as soon as they are discharged. Those arrangements have all been worked out and are being worked out. A man can be excluded from training upon the ground that training is not feasible; or upon the ground that he is not in need of vocational training to overcome the handicap of his disability, and, also upon the ground that he has not been discharged under honorable conditions and upon the ground that his disability is not due to his service. The fundamental facts are these, that the United States Government has not made adequate provision for its disabled men——

Mr. DALLINGER (interposing). I do not think you have made that clear.

Mr. BRIGHAM. May I make it clear?

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Mr. DALLINGER. As I understand it, you have already stated that the board by special arrangement with the Public Health Service, in cases where there are 20 or more men in a hospital, will give those men some training under the act. Now, if it is feasible for you to do that in the case of 20 or more men in a hospital, it would be feasible for your board to do that in the case of a hospital where there was only one man. Is not that so?

Mr. BRIGHAM. Yes, sir; but you and I are talking about two different classes of men.

Mr. DALLINGER. I am talking about men who are suffering from tubercular troubles that are active. I am asking you to show this committee anything in the act that prevents the board from giving such a man training while in the hospital.

Mr. BRIGHAM. There is nothing in the act to prevent it, provided they will go into the hospital. I am talking about men who refuse to go into the hospitals. All that you can do is to persuade them to go into hospitals. You can not put them in training schools.

Mr. DALLINGER. You could not put them in training schools, but what is there to prevent your taking these men and letting them have their out-patient treatment, if they do not want to go into a hospital, and provide some arrangement by which they can have outdoor schools, connected, perhaps, with some college or university?

Mr. BRIGHAM. We have such an arrangement worked out for quiescent cases.

Mr. DALLINGER. That is what I am trying to get at. I want you to tell the committee——

Mr. BRIGHAM (interposing). We have an arrangement like that worked out.

Mr. DALLINGER. What I can not understand is this: Congress has been ready from the beginning to make every provision for those boys, and has put the administration of the law into the hands of the vocational board and its employees. The question of whether or not a man is vocationally handicapped, or whether or not some sort of training is feasible, is left entirely to the judgment of your board. Now, you have already stated to the committee that where there were 20 men in a hospital, you made same arrangement, and I am asking you to show the committee where there is anything in the act that prevents your board from giving training to one man.

Mr. BRIGHAM. It prevents us from giving training to any man who is not occupationally handicapped.

Mr. DALLINGER. You have already stated to the committee that any man suffering from tuberculosis and who has been pronounced by doctors to be more than 10 per cent disabled is vocationally handicapped.

Mr. BRIGHAM. It is the ruling of the board that any man suffering from active tuberculosis due to the service can be placed in training as soon as the tuberculosis is arrested. Under certain conditions, he can be placed in training under the jurisdiction of the board when the case is quiescent. If he wants to go into a hospital for treatment, he can go into a Public Health Service hospital, and he can receive training in the hospital. The instructors of the board are now teaching in the hospitals.

Mr. DALLINGER. But all of those matters are rulings of the board.

Mr. BRIGHAM. Yes, sir.

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Mr. DALLINGER. There is nothing in the act to prevent you from giving training to any boy who is at least 10 per cent disabled and who has been honorably discharged from the Army, if you find, taking a sympathetic attitude toward the boy, that he is vocationally handicapped, and that training of some sort is feasible. It may be very light training, or it may be for only an hour a day or two hours a day. Is not that so?

Mr. BRIGHAM. We would give him training under the conditions which have been set out. I think it would be absurd for the board to build hospitals when the Public Health Service has hospitals.

Mr. DALLINGER. They do not have to build hospitals. What is there to prevent this training? You say that some of these boys out in Denver did not feel that they wanted to go into hospitals and be put to bed. That is to their credit, is it not? They do not want to be treated as men who are sick, but they want to do something. Now, those men are entitled, are they not, to out-patient treatment by the Public Health Service?

Mr. BRIGHAM. Yes, sir; by the Public Health Service.

Mr. DALLINGER. What is there to prevent your board from making a special arrangement with some of the existing institutions, where climate will permit it, to have them placed where they can go and have some light training?

Mr. BRIGHAM. Do you mean active cases?

Mr. DALLINGER. Yes; active cases. I am referring to boys who will not go to a hospital.

Mr. BRIGHAM. The board's policy on that was formed in cooperation with the Public Health Service.

Mr. DALLINGER. What I am trying to get at is what is there in the act——

Mr. BRIGHAM (interposing). The word "feasible" is in the act.

Mr. DALLINGER. The question of whether or not training is feasible——

Mr. BRIGHAM (interposing). Is decided by the board.

Mr. DALLINGER. I think that is all, Mr. Chairman.

Mr. VESTAL. I understand that the board has decided, in conjunction with the Public Health Service, that it is not feasible to train any tubercular patient who is in the active stage, unless he goes into a hospital?

Mr. BRIGHAM. Under hospital supervision, that is right.

Mr. VESTAL. That is really a decision of the board in conjunction with the Public Health Service?

Mr. BRIGHAM. Yes, sir.

Mr. VESTAL. Wherever one of these hospital patients is willing to go to a hospital, and where he is in an active stage, he is given bedside occupational training?

Mr. BRIGHAM. Yes, sir.

Mr. VESTAL. Where the tuberculosis is arrested, as I understand it, it is the policy of the board to give training to the boy in any line that he desires.

Mr. BRIGHAM. Yes, sir.

Mr. VESTAL. And you do it?

Mr. BRIGHAM. Yes, sir.

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Mr. VESTAL. Now, what is the situation in the other class of cases?

Mr. BRIGHAM. The quiescent cases?

Mr. VESTAL. Yes.

Mr. BRIGHAM. They go to school under certain definite conditions. Where they are under part-time training and part-time hospital supervision the board has medical officers stationed at the institutions where they supervise the work of those boys and the amount of work that they do each day is regulated by the physicians at the institutions.

Mr. VESTAL. Are they supposed to be in hospitals?

Mr. BRIGHAM. No, sir; they are not in hospitals. We have an arrangement like that with the University of Arizona, at Tucson, which is a very fine school. The boys are getting wonderful training there.

Mr. VESTAL. In order that we may understand it, let me go over it once more. Where a boy has been honorably discharged and has active tubercular trouble, it has been decided by the Federal Board for Vocational Education, in conjunction with the Public Health Service, that training is not feasible for that boy, except that he can enter a hospital and be treated and be given bedside training. Is that correct?

Mr. BRIGHAM. Yes, sir; and those men are paid by the Bureau of War Risk Insurance while in the hospital, under section 3.

Mr. VESTAL. In the second case, the board has decided that treatment is feasible, or that training is feasible, and they are given training in whatever occupation they desire, but, at the same time, they are given medical treatment also in certain institutions? I am referring to the quiescent cases.

Mr. BRIGHAM. Yes, sir.

Mr. VESTAL. In all of those cases where the tubercular trouble is arrested, you give vocational training?

Mr. BRIGHAM. Yes, sir.

Mr. VESTAL. The only cases or the only class of cases that are not receiving vocational training are the cases where the tubercular trouble is active, and where the patient refuses to go to a hospital?

Mr. BRIGHAM. That is correct.

Mr. VESTAL. Then there is nothing that the board can do to help that boy if he refuses to go to a hospital?

Mr. BRIGHAM. Yes, sir; that is true.

Mr. VESTAL. Upon the ground that the board has determined, in conjunction with the Public Health Service, that training is not feasible for that boy?

Mr. BRIGHAM. That is correct, with one exception, Mr. Vestal, and that is this, that in some cases a boy is able to take his treatment at home under adequate medical supervision. With the consent of his local physician, the board will give him a course of section 3 training, and, if necessary, provide a tutor to go down to his house so many hours a day, or whatever is required; but, of course, in those active cases the training has to be dictated by the medical officer, and it is very largely therapy and has no vocational outlook.

Mr. TOWNER. We will adjourn the hearings until 2 o'clock.

(Thereupon, at 12 o'clock noon, the committee took a recess until 2 o'clock p. m.)

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AFTER RECESS.

The committee reassembled at 2 o'clock p. m., pursuant to recess.

The CHAIRMAN. The committee will please come to order.

Dr. Brigham, you may resume your testimony. I think Congressman Burroughs was desirous of asking you some questions.

STATEMENT OF MR. CARL C. BRIGHAM—Resumed.

Mr. BURROUGHS. I wish you would state, doctor, briefly, what your understanding is as to the duties of those representatives of the central office case board in the district offices, for whom these memoranda were originally prepared.

Mr. BRIGHAM. The district office staff, the advisory staff and the training staff—or in cases of placement training the placement staff—interview the man and secure all the evidence which is necessary to show his eligibility for training. They outline the training course and make arrangements with institutions to accept the man. Then after that has been done—or, now, before that has been done—the case folder containing all the legal evidence, such as the discharge and the Army documents and the medical examination by the district medical officer come to the central office representative. There are 14 such representatives or more—there are more representatives now; some officers have two men. The central office representive in the field passes on this evidence that is contained in the folder. They have to examine the discharge or the evidence of discharge to see if the man was discharged under honorable conditions. There are a great many rulings on that point, and there are some border line cases which are very difficult to decide. The central office has put out instructions on that point.

Another question they have is the relationship of the disability to service. The law requires that that be established. That is usually shown by an affidavit from the man or by his discharge, if he were wounded in action, or by the findings of the Army medical board at the time of his discharge.

There are rulings on what shall be accepted as evidence in relating the man's disability to service, which are in the hands of all these representatives.

The medical questions are in the hands of the district medical officer; the central office case board representatives do not pass on the medical question; they would pass on the adequacy of the medical evidence—let me make that distinction, because it has been said that the central office case board representatives actually pass on medical questions; they do not. Suppose a man is discharged from an Army camp and at the time of his discharge he had a temporary disability which is recoverable; the district medical officer or some member of his staff might take those findings and use those as the basis of his recommendation that the man receive training—that is, if it was his statement that it was a major case. Now, the central office medical section has ruled that in cases of temporary disability there should be a recent examination to show the man's actual physical condition at that time. It might have become worse or it might have become less in the interval between the time of his discharge and the time

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that his case was being acted upon. If the central office case board representative finds that there is no other medical evidence in the folder except a report based on an examination which was not recent or which was not sufficient to show the man's present physical condition, those cases he refers back to the medical section. He never disapproves a case; he is not authorized to disapprove a case; he simply refers it back to the medical section to get a more recent medical examination; or if the medical section says that is recent enough, then the thing is accepted on its return to the case board representative.

The case board representatives formerly did pass on the merits of the recommendation for training, but they do not pass on that factor any more; they simply pass on eligibility. That is the documentary evidence which is in the folder.

Mr. BURROUGHS. How was it, if I may interrupt you right there—how was that with reference to the time when this memoranda was prepared?

Mr. BRIGHAM. At the time that memoranda was prepared the central office representatives passed on the merits of the recommendation for training, and so forth.

Mr. BURROUGHS. They did pass on those merits?

Mr. BRIGHAM. Yes, sir. Those men that we had working at that time were largely training men, men who had had experience in training work, and they had received some training at central office, in the institutions which were around the country, and they could frequently suggest a better institution at which training could be given, rather than the one which was recommended. Later on it was found necessary to take those men who had had experience in institutional work and assign them to the job of training the men, and we had to get men who were less qualified to do the eligibility work. Those men are practically all service men that pass on eligibility.

Mr. BURROUGHS. Now, when you say that at the time this memoranda was prepared to be sent out the central office case board representatives in the district offices did have authority to pass on the merits of the case, just what do you mean by that?

Mr. BRIGHAM. I mean they pass on the wisdom of the district's selection of a training course to meet the needs of that individual man.

Mr. BURROUGHS. That is, they had the right of review?

Mr. BRIGHAM. Of the district's recommendation for training; yes, sir. For instance, if they recommend a training at one institution and they knew that that institution was full and that there was another institution which could take this man, they would say: "The eligibility is approved but we would recommend that this man go to such and such a school." Of course, later on it was impossible to find men that could make that sort of a judgment. That is a very highly expert judgment.

Mr. BURROUGHS. Did they in addition to that also have the right to recommend a different kind of training?

Mr. BRIGHAM. They had that authority. I don't think they ever used it. They might have asked questions about it. Usually those points were taken up in consultation with the district office training

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and placement sections. I know as long as I have been in the work I would not feel qualified in the slightest to pass on the institutional phases of it. That is a problem that only men who are experienced in the educational field can pass on.

Mr. BURROUGHS. Do you get the point I am trying to make? I understood you to say that these central office representatives in the district office did have the right to review the finding made by the district officials, so far as the institution itself was concerned; that is, they could take the boy and send him to a different institution than the one which had been recommended.

Mr. BRIGHAM. No, sir; they could return the case to the training section for a new recommendation or evidence which would substantiate the present recommendation, but they didn't have the power to overrule the district and recommend a new course of training, not at all. That is, they could question the recommendation if in their judgment the recommendation did not seem wise, but they could not suggest another course of training. That is never done unless the man is interviewed by a representative of the board.

Mr. BURROUGHS. Whose decision was the final decision?

Mr. BRIGHAM. The case board representative's decision was the final decision.

Mr. BURROUGHS. That is, the central office case board's representative had the final word?

Mr. BRIGHAM. On that man's eligibility for training; yes, sir.

Mr. BURROUGHS. Well, what does "eligibility for training" mean? What did that include?

Mr. BRIGHAM. That includes the four factors of relationship of service, discharge under honorable conditions, need for training and feasibility of training.

Mr. BURROUGHS. Now, all those four questions were within the jurisdiction of this central office case board representatives?

Mr. BRIGHAM. Yes, sir.

Mr. BURROUGHS. And he had the final word in all of those four questions?

Mr. BRIGHAM. Yes, sir; except the medical aspects. He did not have the final word there.

Mr. BURROUGHS. For instance, it was necessary to establish beyond a question, to his mind, that the disability was traceable to the man's service?

Mr. BRIGHAM. Yes, sir.

Mr. BURROUGH. That had to be established?

Mr. BRIGHAM. Yes, sir.

Mr. BURROUGHS. It had also to be established to his satisfaction that the man was in fact suffering from a vocational handicap at the time, not at some prior time, but at that time?

Mr. BRIGHAM. He had the power of review of that phase; but the real authority there is the district medical officer. That is, he could call for another examination but he could not overrule the D. M. O., the district medical officer.

Mr. BURROUGHS. But finally, and in the last analysis, the evidence had to be sufficient to satisfy him, the central board representatives, that there was a vocational handicap in this special case from which the man was at the present time suffering?

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Mr. BRIGHAM. No; I would not put it that way. It was his duty to see that the district medical officer's rating was in the folder. He did not pass on the rating; it was his duty to see that it was there.

Mr. BURROUGHS. Will you explain to the committee just how it was possible for your central board, the case representative, to review the action of all these district boards? Take, for instance, the San Francisco district; how could that be done without very considerable delay?

Mr. BRIGHAM. We have sent an eligibility man to San Francisco within the last two months, and prior to that time San Francisco was authorized to approve its own cases without any reference to central office. That authorization was given the San Francisco office on the 29th of August, 1919. The same applied to Seattle, and the same applied to Minneapolis.

Mr. BURROUGHS. Now, there was a time, then, up to, you say, some time in August, when you got along without any case board representative there?

Mr. BRIGHAM. Well, that was when they used to forward all applications to Washington for approval, and it was the delay there caused by the mails that was the reason why these men were sent into the field.

Mr. BURROUGHS. I thought you said that prior to the time of your assigning your central-office representative there that the district had authority to settle those questions.

Mr. BRIGHAM. From August 29 until the assignment of the eligibility man on or about the 1st of February.

Mr. BURROUGHS. Of this year?

Mr. BRIGHAM. Of this year. The district was authorized to approve its own cases.

Mr. BURROUGHS. That was six or eight months.

Mr. BRIGHAM. Yes, sir.

Mr. BURROUGHS. How did you get along under that system?

Mr. BRIGHAM. We got along very well, indeed. There were some errors made at first, and they used to send a telegram when they had placed a man in training, and we would immediately get the Army records here in Washington, and we found some cases where they did not have complete evidence; but they did very well.

Mr. BURROUGHS. If it was reasonably satisfactory, why the necessity for a change in February?

Mr. BRIGHAM. It was the consensus of opinion of all the district vocational officers that they would rather have a central office man in their office passing on the cases than to assume that responsibility themselves.

Mr. BURROUGHS. Do you think that came from them at their initiative?

Mr. BRIGHAM. Yes, sir; I think that was brought out—that has been brought out a great many times. The district vocational officers have very little time to give to that work, and if they can have a man who knows all the rules, the technical rules on the character of the discharge and that type of decision which they made, they would rather have that man. Now, recently they have been asked to nominate additional men from their own staffs to do this work. That additional man is responsible to central office. It makes very

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little difference whether the district or the central office does it, as long as there is somebody there all the time to act on the cases. He can give a decision on a man at a moment's notice.

Mr. BURROUGHS. You say this memorandum was thought to be necessary because of certain stories and gossip that was going on between the districts, as I understood you?

Mr. BRIGHAM. Yes, sir; that was one factor.

Mr. BURROUGHS That would, perhaps, account for one of the suggestions, namely, No. 6, but I can not quite see the relation of these other 10 or 12 recommendations to that idea.

Mr. BRIGHAM. Well, there were other factors which led to the writing of some of the other hints.

Mr. BURROUGHS. No. 6 says, "Don't gossip," but your suggestion to be hard-boiled and not to be sympathetic would not on the face of it seem to me to have much relation to what you say was the reason for this memorandum?

Mr. BRIGHAM. In my statement to Mr. Lamkin, which has been published in the record, I enumerated four or five of the reasons why the various hints were included. Would it be all right for me to review those?

Mr. BURROUGHS. Yes.

Mr. BRIGHAM. The first reason which I gave was this—may I quote from this document?

Mr. BURROUGHS. Yes.

Mr. BRIGHAM. The first stimulus for the preparation of this circular was a complaint received by me that one of the traveling representatives carried word from one district to another that a member of one district staff would like a transfer to another district, and then carried word back to the man concerned that his transfer would be highly acceptable, and possible at an increased salary. The transfer would have disrupted the organization of the district from which the man was transferred, and the person making the complaint was entirely justified.

Another complaint was received that another representative dropped a suggestion in one district that another district was more efficient in some respects. To meet these complaints the following paragraphs were inserted: Six and seven.

Another difficulty at the time of the preparation of this circular resulted from the fact that the district offices were inclined to generalize on the basis of rulings made on individual cases, and that our traveling representatives were inclined to make general rulings. You will probably remember that about this time one district office wrote to us stating——

Mr. BURROUGHS (interposing). It is not necessary, I think, for you to read all of that. It is already a part of the record. I see what you have in mind, that there were several difficulties that you were trying to meet.

Mr. BRIGHAM. Five, I think I have given.

Mr. BURROUGHS. What special difficulty were you trying to meet in the suggestion that they should be hard-boiled and not sympathetic?

Mr. BRIGHAM. That was what I said this morning—and in this document—that it applied to the artificial relationship between the

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central office case board representative and the members of the district staff, which was occasionally made necessary by the fact that these men had more work to do then they were able to do in the time limits which were set up.

Mr. BURROUGHS. You mean your representatives?

Mr. BRIGHAM. Our representatives. They could not afford to take the time to talk indefinitely with members of the district staff.

Mr. BURROUGHS. Well, you could have said that in a dozen words straight to the point.

Mr. BRIGHAM. Yes, sir.

Mr. BURROUGHS. Without saying "Don't be hard-boiled." That has a rather direct reference to the method that you are talking about now, it seems to me.

Mr. BRIGHAM. No, sir; it is absolutely direct reference. That is all it meant.

Mr. BURROUGHS. Well, I for instance would have some difficulty in drawing such a conclusion from any such statement as that.

Mr. BRIGHAM. I think anybody would that was not working in the problem in the field itself. You see the men that got these helpful hints were all thinking along the same lines that I thought.

Mr. BURROUGHS. These men that were sent out by you as central board representatives had all passed through a course of instruction, had they not, before they left central office?

Mr. BRIGHAM. Yes, sir; they had. I think practically all of them had.

Mr. BURROUGHS. I presume all the suggestions had been brought to their attention before they ever left central office?

Mr. BRIGHAM. Yes, sir; they had.

Mr. BURROUGHS. I presume before even you had prepared this memorandum, the substance of it had been communicated to these men?

Mr. BRIGHAM. Yes, sir.

Mr. BURROUGHS. Including perhaps the suggestion to be hard boiled?

Mr. BRIGHAM. I don't know as that suggestion was ever given them. I don't think it was. I know that this much is true; that the average man that passes on a case doesn't weigh to the full advantage to the man all the evidence; if it is his responsibility for approving training he is a little bit inclined to play safe. The central office instructions taught him to give the man absolutely everything that he possibly could, and those men were instructed and have been repeatedly instructed to give the man the benefit of the doubt. One of our unpublished rules is "If there is a case of argument between two doctors, accept the doctor's opinion which is most favorable to the man; if there is an argument as to whether or not the man's disability is due to service and our district medical officer thinks the man's disability was not due to service, and the Bureau of War Risk Insurance has awarded compensation, take the findings of the bureau instead of the findings of our local man." They take in every case the decision which is most favorable to the man. In case of doubt throw it to the man. That is the rule.

Mr. BURROUGHS. You don't think then that there was anything special added in this memorandum to what the men had been already instructed in the central office?

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Mr. BRIGHAM. No, sir; I don't think there was anything special added, except that it was put at them in a way which later proved to be unfortunate.

Mr. BURROUGHS. If, as you say, it was in fact the policy and had been the instruction of central office to their case board representatives who were going to be stationed in the district offices, that they should give to the man the benefit of the doubt where there was a doubt, why wasn't that always added as a part of the written instructions which you sent out?

Mr. BRIGHAM. It did not seem necessary. It would be just the same as giving instructions for them to go to bed every night. They already know how.

Mr. BURROUGHS. Why was any of it necessary, if, as you say, you had already given them the same instructions in their training in the central office.

Mr. BRIGHAM. We thought we might help to reenforce the instructions on gossiping and carrying tales. Whether it actually did or not I do not know.

Mr. BURROUGHS. But do you think that was any more important than that the men should have the benefit of the doubt where there was doubt?

Mr. BRIGHAM. Oh, no; that was the fundamental thing they were out to do.

Mr. BURROUGHS. Then, why wasn't that put at the head of the whole list of instructions?

Mr. BRIGHAM. This was really a series of "don'ts," and that was, in the first place, a positive thing which it was unnecessary to instruct them to do. They had been doing that all along. You couldn't criticize them on that ground, that they had not given the men the benefit of the doubt. We were trying to meet particular criticism such as their inability or failure to submit to central office all the documents on which this decision was based. In practically all cases the necessary documents were in the file, but we simply did not get them here, and it was the policy of central office at that time that all papers should come forward eventually when the man entered the school.

Mr. BURROUGHS. I think that is all.

Mr. KING. I would like to ask the witness a question or two. I was, unfortunately, away, and the fore part of your testimony I missed. Did you say you were in the service?

Mr. BRIGHAM. Yes, sir.

Mr. KING. Had you ever had any military service before that time?

Mr. BRIGHAM. I had no military service before I went into the Artillery, before July 7, 1917.

Mr. KING. Were you ever in the Canadian service?

Mr. BRIGHAM. I was in the semimilitary service in Canada; that is, the Canadian military hospitals commission, and I was really in a civilian status there, although I had the pay and allowances of a Canadian lieutenant. I have forgotten what they were, but it was not considered necessary at that time to—as a matter of fact the Canadian hospitals commission believed that it was more desirable to have civilian employees than men who were actually under the

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military régime, although they did employ returned soldiers, and asked them to wear civilian clothes.

Mr. KING. I notice that you are referred to as a doctor. Are you a doctor of medicine?

Mr. BRIGHAM. No, sir; I have a Ph. D. degree.

Mr. KING. Now, Doctor, you are the individual who actually penned this first order, known as the hard-boiled order, are you?

Mr. BRIGHAM. Yes, sir.

Mr. KING. Was there anybody that suggested that, prior to your suggestion, or was that original entirely with you?

Mr. BRIGHAM. Nobody suggested it.

Mr. KING. I would like to have you state a little more fully, giving it a little color, the circumstances and conditions under which you wrote this order. Now to read this order in a cold-blooded way it reads pretty badly, in my judgment. Can you give us any more of the details and the situation that you were in when you penned this order?

The CHAIRMAN. I think that is all in the record, Mr. King.

Mr. KING. Have you gone over that?

Mr. BRIGHAM. Yes, sir; and it is contained in my statement to Mr. Lamkin, which has been published in the record.

The CHAIRMAN. And repeated here.

Mr. BRIGHAM. Yes, sir; partially.

Mr. KING. Very well. The members of the district staff were, as I understand it, discussing a good many things really outside of what they are employed to do, were they?

Mr. BRIGHAM. Some things; yes, sir.

Mr. KING. They were discussing the question of transfers, and referring to the inefficiency of one and the efficiency of another staff?

Mr. BRIGHAM. Those were the case-board representatives; yes, sir.

Mr. KING. Generalizing and gossiping. Was there any discussion in regard to salary or any propaganda on the part of any of them to increase their salaries?

Mr. BRIGHAM. No, sir; I don't think so.

Mr. KING. There was no discussion of that kind when other matters ought to be discussed? Were they interested in getting their salaries raised? There was no crime about it if they were.

Mr. BRIGHAM. No, sir; I think that is a universal condition.

Mr. KING. What I have been at a loss to ascertain is whether or not—or will you state whether or not there was any authorization of this order, or any approval of it by anyone except yourself?

Mr. BRIGHAM. No, sir; I submitted the original copy, extracts of which were published in the Evening Post, to Mr. Lamkin. I have forgotten the circumstances entirely. I remember that I had about 10 copies of that original draft fastened together with a paper clip, and I left them on his desk. Three or four days later—some time later—I received that original draft back. I don't know how it got back to my desk. Mr. Lamkin might have given it to me but I don't remember, and it had certain phrases deleted, and the phrases which were deleted have been brought out in the testimony.

I had a copy made—several copies made—minus the deletion, and threw all the rest of them into the wastebasket, and I have no record of that original document.

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Mr. KING. Was this order in any way ever promulgated or given to the press or the public with your knowledge?

Mr. BRIGHAM. No, sir; I don't know how the Evening Post got it.

Mr. KING. I think that is all.

Mr. REED. I want to inquire a little bit more in regard to your attitude toward the orders that you received from the Federal board. You say you were in the service?

Mr. BRIGHAM. Yes, sir; I was.

Mr. REED. In the Army?

Mr. BRIGHAM. Yes, sir.

Mr. REED. When you received a military order, you did not decide for yourself as to how you would carry that order out, did you?

Mr. BRIGHAM. I did not.

Mr. REED. Why do you follow a different rule when you are engaged by the department of the Government dealing with crippled soldiers?

Mr. BRIGHAM. Because this is the situation which came up at one time, and if I could have your permission I would like to develop it.

There was a practice which had been approved by central office—or at least it was being done—which I considered to be hostile to the interests of the disabled men. That happened on two occasions. On each occasion the moral question which confronted me was taking the action which was beneficial to the disabled men and squaring it later with the board; if they did not want to square it, then they could fire me. That has always been my attitude. Now, with your permission I will read one case that came up.

Mr. REED. We will be very glad to have it.

Mr. BRIGHAM. This is a quotation from a letter written by me to the chief of division, under date of December 22, 1919. The question involved was the validity of action taken by members of the eligibility squads and other representatives of the central office case board.

VI. Validity of action taken by members of the eligibility squads and other representatives of the central office case board.

In my last visit to Washington I tried to get a decision as to whether or not central office will support a decision made by an authorized representative of the central office case board. I did not get a decision, and am therefore raising the question again.

In Boston I saw the case of a man who had been approved for training by Mr. Holloway and placed in training by the Boston office. Central office directed the district to discontinue training and submit Form 107B on the ground that the man was not eligible for training.

In Philadelphia I saw the case of a man who Mr. Brown had rated as eligible for training. The standing committee had refused to allow any section 2 training and had approved the man for training under section 3 only.

In both of these cases the representatives of central office were right and central office was wrong, so that these cases were not fair samples. Let us assume that the representative of the C. O. C. B. had in each case made a mistake. I still contend that the action of the representative is valid and that it can not be controverted by central office or by the standing committee.

The issue here is entirely a moral one. Central office has delegated the authority to approve cases to certain people. The district office accept the action of the representative as final and notify the man that he is eligible for for training. The man accepts the action of the district office as final and enters training. Central Office then violates the contract by ordering the district to discontinue the man's training.

This is a vital issue and must be settled immediately, as in view of action which has been taken by central office, the district offices do not feel safe in placing a man in training who has been approved for training by an authorized

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representative of the central office case board. The eligibility squad has approved for training approximately 1,500 men in the last three weeks. These cases demand immediate action, and immediate action can not be taken if there is any uncertainty about the validity of that action.

In working with the eligibility squad in the field I preach the doctrine of the validity of a previous representative's action. A member of the eligibility squad may change the action of a previous representative provided it is in favor of the man, but never against the man. If it is obvious that a representative of central office has made a mistake in a case and has approved as eligible for training a man who is clearly not eligible for training, the action of the previous representative stands and it can not be changed under any conditions.

In order that I may know exactly where I stand on this policy of the absolute validity of any action taken on a case by a representative of the central office case board or by a member of an eligibility squad, I will make the following definite proposition: On and after the date of the receipt of this letter, say December 25, because it is easy to remember, if central office or the standing committee reverses unfavorably to the man any decision made on any case by any member of any eligibility squad or by any representative of the central office case board, if a copy of the letter sent to the district reversing the action is sent to me, I will send my resignation in by return mail. In making this proposition I expect the fullest cooperation from central office in seeing that the first letter is sent to me that it will be sent in a blue envelope.

Action was taken as requested in that letter. We did not let any man working in our squads reverse the action of a previous representative. As a result of this letter, central office revoked all the previous rulings which were made unfavorable to the man, and discontinued entirely letters ordering a man to be taken out of training after he had been once approved for training; and every letter which had been sent was pulled, the case was gone over, and the districts were authorized to continue the man's training and directed not to take him out of training.

Now, that is the type of action I was referring to this morning.

Mr. REED. When was that letter written?

Mr. BRIGHAM. December 22, 1919.

Mr. REED. And did you receive a reply to that letter?

Mr. BRIGHAM. Verbally.

Mr. REED. And what was said to you verbally with reference to it and by whom?

Mr. BRIGHAM. Mr. Lamkin, to whom the letter was addressed said that he had issued instructions that no man who had been placed in training by a duly authorized representative of the central office could be subsequently removed from training. There was just the point I wanted to get.

Mr. REED. Now, did you carry your idea of not following the rulings of the central office board beyond the point that you have outlined in that letter?

Mr. BRIGHAM. I did at one time in August; shall I take up that incident?

Mr. REED. Yes; I would like to have that if the chairman does not object.

The CHAIRMAN. Very well.

Mr. BRIGHAM. I have a series of interchange of correspondence of five letters, which gives the only other time, as far as I remember, that I have actually gone against the rulings of my superiors.

Mr. REED. We would like to have those made a part of the record. You are going to read them, are you?

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Mr. BRIGHAM. I can submit them for the record or read them, as you like.

Mr. REED. I would like to have them in. You might give the substance of them, and then we will embody the letters in the record.

Mr. BRIGHAM. The situation was this, and it was very easily corrected: Last August I was chairman of the central office case board, and was located in Washington, passing on the cases of disabled men recommended for training. At that time all recommendations came forward to the central office. The standing committee ruled that all cases looking forward to more than two years of training should be referred to them for approval. You undoubtedly realize that the standards of last August were dictated partly by the attitude which the Appropriation Committee took, and they are very much more liberal now than the strict standards which were in existence then. They only lasted about a week.

Mr. REED. When you speak of "Appropriations Committee" you mean the Appropriations Committee of Congress?

Mr. BRIGHAM. Yes, sir; of the House.

After that ruling was made, another ruling was made by the standing committee that all cases looking forward to more than one year of training should be referred to them for action.

Mr. REED. About when was that ruling?

Mr. BRIGHAM. August 4 was the date of that ruling. The standing committee and the chief of division were very busy at that time. I held out the cases for their action for 24 hours. At the end of 24 hours there were probably 100 cases. At the end of 48 hours there were probably 200 cases which involved their action. I realized that their ruling had been made in error and I anticipated no difficulty in having the ruling rescinded. At the same time I was definitely not authorized to pass those cases as chairman of the case board. The chief of division at that time, Dr. Smith, was very busy; Dr. Prosser was busy, and I just did not get an opportunity to see them. As soon as I received the ruling telling me that I was not authorized to pass on cases over one year in length, I submitted a letter to the chief of division telling him that the ruling had been made in error, and that it was not in the interest of the disabled men.

Mr. REED. I just wanted to interrupt you right there. This rule which they laid down and which you declined to follow tended to slow up the work and hold the soldiers up?

Mr. BRIGHAM. Yes, sir; it slowed up the work. So on the 7th of August I took those cases and acted on them and sent approvals for training to the district offices, entirely without authority. I probably cleared 200 cases without being duly authorized to clear them.

The standing committee met, probably within 72 hours, and very promptly after I forced the issue by passing on these cases—revoked their order. The solution was perfectly satisfactory, and I was very sorry that I had to take that method of forcing the issue. I told Dr. Smith at the time that I considered that that course of action was necessary because it was necessary to get these approvals out fast, and we could not afford to take the delay. Dr. Smith knew that the standing committee would revoke the ruling; I knew

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it; and the standing committee were only too ready to revoke the ruling. The disciplinary part was simply the fact that I ignored my instructions and exceeded my authority in the interest of the disabled men. And my moral issue at that time was this: I am holding a certain position; if I can not fill the duties of that position satisfactorily and in the interest of the disabled men, I don't want to fill it another minute, and so I simply put my job up against the action——

Mr. REED (interposing). Pardon me right there—were you ever reprimanded by the board for your action?

Mr. BRIGHAM. For this action?

Mr. REED. Yes.

Mr. BRIGHAM. No, sir; I was reprimanded, yes; by Dr. Smith, not by the board.

Mr. REED. What did he say?

Mr. BRIGHAM. He said it was the wrong way to do business. He was right.

Mr. REED. What did he suggest?

Mr. BRIGHAM. He suggested that he would see the standing committee and get the order revoked immediately, if possible.

Mr. REED. Now, you had another statement?

Mr. BRIGHAM. No, sir; that is all. I will present these letters here.

The letters referred to follow:

AUGUST 4, 1919.

Note to Dr. Smith:

At the special meeting of the standing committee on August 1, subject to approval as the formal minutes of the committee, it was voted that all courses providing for the instruction of disabled men beyond one year should be approved by the standing committee.

E. J. A.

AUGUST 6, 1919.

From: Case board.
To: Chief Division of Rehabilitation.
Subject: Ruling of standing committee.

We wish to bring to your attention certain consequences of the new ruling of the standing committee that any course which involves more than one year of training must be O. K.'d by them before it is approved by this office.

This ruling will mean that practically half of the cases now received must be approved by the standing committee. The case board will be allowed to approve short commercial courses, winter courses in agriculture, courses in auto mechanics, and a few incidental subjects of that sort. All technical, noncollegiate courses are two years in length. Practically no adequate trade courses can be given in less than 18 months. Practically all short courses in agriculture are two years in length.

This ruling is undesirable from an administrative standpoint. It is our opinion that the standing committee will be unable to handle 100 cases a day, which they will be called upon to handle if this ruling goes into effect. In regard to back cases, if this ruling goes into effect the standing committee must pass on 3,000 of these cases before August 20, or cause serious delays in entering the men in training in September.

Unless the case board is authorized to approve courses over one year in length, we will be forced to discontinue our practice of giving advice to district offices in regard to the direction of vocational rehabilitation. One of our greatest difficulties has been that of instructing the district offices in methods of sound vocational training. If we are forced to challenge every recommendation for training which is over one year in length, we must immediately abandon all idea of sound vocational training and plan to do the work in an unfinished manner. We believe that this policy will be fatal if carried into effect. We believe fur-

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thermore that it would have a very harmful effect on the training staffs of the district offices if they realize that a course of over one year in length will be challenged by this office.

We believe that this ruling has been made in error, and we anticipate no difficulty in convincing the standing committee that the policy is administratively not feasible and scientifically vicious. We request that this rulling be changed immediately. In the meantime, we are suspending all approvals of courses over one year in length which are not actually in process and will continue to hold these cases aside until further notice.

CARL C. BRIGHAM.

AUGUST 7, 1919.

Memorandum.
From: C. C. Brigham.
To: Chief Division of Rehabilitation.
Re: Ruling of standing committee.

With further reference to the communication of August 6 on the above subject, I have decided that it is impossible to hold all cases recommended for over one-year course for the decision of the standing committee.

At the present time we are handling cases rapidly, and we have tied up a number of cases waiting for a conference for the last 48 hours. I have ordered that all these cases be passed on and cleared to the districts without reference to the standing commitee.

We will continue to refer cases to the standing committee which are recommended for courses over two years in length.

CARL C. BRIGHAM.

AUGUST 8, 1919.

Memorandum.
From: C. C. Brigham.
To: Chief, Division of Rehabilitation.
Subject: Result of ruling of standing committee.

In my memorandum of August 6, a copy of which is attached, it was pointed out that the ruling of the standing committee that courses over one year in length be submitted to them could not be carried into effect without disastrous administrative consequences and without introducing into the districts false ideas of vocational rehabilitation.

In accordance with this ruling we proceeded to hold out all cases recommended for more than one year's training. All cases which were in process—that is, in the stenographic room on Wednesday morning—were permitted to go through. From 9 o'clock Wednesday morning until 3.30 Thursday afternoon approximately three or four hundred cases accumulated. We did not have the necessary staff to brief these cases for the standing committee, and we were convinced that the proposition was entirely impracticable.

I therefore assumed the authority for passing on these cases and had all of these cases referred to my desk. This large group has been cleared to the districts, and I am continuing to clear the other cases as they come in order to avoid an additional jam of cases while the present work is going on. This action has been taken by me with the knowledge that it is a deliberate violation of the orders of the standing committee and chief of division. I can see no other way around the difficulty but to continue to violate these orders in order to put the job over.

I would have preferred to have taken this matter up with the chief of division and the standing committee directly before taking any such action, but it was impossible to obtain a conference and it was administratively impossible to hold cases over 48 hours. I waited the 48-hour limit and then acted. I trust that we may reach a satisfactory conclusion on this matter to-day.

C. C. BRIGHAM.

AUGUST 8, 1919.

Note.
From: The Director.
To: Chief, Rehabilitation Division, head of the case board, case superintendent, auditor, disbursing officer.

This is sent to notify you that the action of the standing committee is rescinded until further notice, requiring the submission of approvals by the case

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board of cases where the course planned looks forward to more than one year of instruction.

Your attention is called to the fact that the provision still stands in the regulations requiring that such approval shall be submitted to the standing committee for action before going into effect in all cases where the approval looks forward to a course of instruction for more than two years.

AUGUST 9, 1919.

Note.
From: Chief, Division of Rehabilitation.
To: Mr. Brigham.
Re: Ruling of standing committee concerning course of more than one year in length.

In accordance with your suggestions in regard to the above subject, the director has rescinded the order of the standing committee requiring that course involving more than one year be submitted to the standing committee for approval. The ruling now states that courses more than two years are to be so submitted.

Mr. REED. Did you let it be known among the men under you that it was not necessary to follow instructions in all cases?

Mr. BRIGHAM. I don't remember of making any such ruling except on individual cases. For instance, I did tell the men working under me that if they came to a case in a district office where central office had previously ruled that the man was ineligible for training, they were authorized to review that case and reverse the decision if they wanted to. And that was understood at central office, that we would review the previous disapprovals and reverse the decisions, which we did in a great many instances.

Mr. REED. Were you ever called in by any members of the central board for a conference to get suggestions from you with reference to how the service could be improved?

Mr. BRIGHAM. No, sir. You see I have been in Washington practically all the time, with the exception of two months.

Mr. REED. I know, but were you called in to the board?

Mr. BRIGHAM. Yes, sir; for a conference.

Mr. REED. To offer suggestions?

Mr. BRIGHAM. Yes, sir.

Mr. REED. To improve the service?

Mr. BRIGHAM. Yes, sir.

Mr. REED. Do you recall approximately how many times you were called in?

Mr. BRIGHAM. Well, I was only called in once, and that was at the time of the meeting of the district vocational officers held in Washington on January 1. At that time I was in New York and we were going to Atlanta, and the chief of division sent a telegram asking Mr. Matthews and I to report here in Washington for that conference en route to Atlanta.

Mr. REED. In traveling around, as you did—you went to Chicago, I understand, and to Atlanta, and what other divisional offices did you visit?

Mr. BRIGHAM. I visited Boston, New York, Philadelphia, Baltimore, Atlanta, Cincinnati, Chicago, St. Louis, Dallas. I previously visited Minneapolis.

Mr. REED. Now, when you were visiting these various offices and had occasion to talk to the people with regard to procedure and the rules sent out by the central board here, did you hear some criticism of the rules and regulations and orders that were sent out? Were

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they complaining that they felt the rules were not in accordance with good service to the disabled soldier?

Mr. BRIGHAM. I think I have heard both sides of the subject in the district office and in central office, both. I think I have heard a great many regulations of the board criticized in both central office and in the district office. We are constantly discussing them and the wisdom of them, and if they do not appear to be wise we revise them.

Mr. REED. Well, did you get many complaints from these various divisional offices?

Mr. BRIGHAM. No, sir; I think not. The most of the offices, the spirit of cooperation is very fine, indeed, in them.

Mr. REED. How far did this general feeling exist that they could override the rules and regulations of the central board here?

Mr. BRIGHAM. There is no feeling of that sort. The only cases where a man is authorized to override central office are on the individual cases of disabled men, where a previous ruling of central office has been unfavorable to the man. The central office case board representative in the district office can overrule that previous unfavorable decision of central office. They can not overrule it unfavorably to the man. Again, the district board of appeals is authorized to overrule central office, I think, at the present time. I am not sure about that.

Mr. REED. What I was getting at is, is there any general feeling of hostility on the part of these branch offices or district offices?

Mr. BRIGHAM. No, sir; absolutely none.

Mr. REED. Toward the central board?

Mr. BRIGHAM. No, sir.

Mr. REED. If there was, that would naturally prevent teamwork, would it not?

Mr. BRIGHAM. It would prevent teamwork if such a condition existed, but I never saw that it existed.

Mr. REED. In other words, if a train dispatcher should send out an order and an engineer is drawing a dozen carloads of passengers—men, women, and children—and he decided that by violating the order he could get them there more quickly and more safely, you would disrupt the railroad organization, wouldn't you?

Mr. BRIGHAM. Yes, sir.

Mr. REED. So that as a general proposition it would not be very good business for the morale of the organization?

Mr. BRIGHAM. I think it is very bad business. I think it was a very bad move for me to take to overrule the decision of the standing committee in August, 1919, and pass on those cases, just as a general principle. As the affair developed, as it came out later, the standing committee was in entire agreement with my position, and there was no real cause for any upset. I think that the principle that the board has adopted of allowing a representative of the board in the field to reverse the action of central office, if central office has been unfavorable to the man, I think that is entirely fair. I don't think a central office decision should stand against a district office decision, where the man in the district office has all the information on the case and central office may not have.

Mr. REED. In other words, you feel that more power should be placed in the hands of the district offices?

Mr. BRIGHAM. Yes, sir; I do.

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Mr. REED. That is all.

Mr. TOWNER. Dr. Brigham, in March, 1920, you thought it a good idea to write out some helpful hints for the central office case board representatives.

Mr. BRIGHAM. That was October, 1919.

Mr. TOWNER. Just wait a moment, please, till I finish my question—to be suggestions for their action in the performance of their duty.

Mr. BRIGHAM. That was in October, 1919.

Mr. TOWNER. You say it was in October?

Mr. BRIGHAM. Yes, sir.

Mr. TOWNER. Very well. Now, you may answer the question.

Mr. BRIGHAM. As I understand your question it was: Did I write those instructions?

Mr. TOWNER. I say you prepared—it was in October, was it?

Mr. BRIGHAM. Yes, sir.

Mr. TOWNER. Now, in October you prepared a memorandum of hints, helpful hints, I think you called it.

Mr. BRIGHAM. Yes, sir.

Mr. TOWNER. For the purpose of suggesting to the case board representatives who went out from the central office what their attitude and what their duties were with relation to the performance of those duties when they went to the various divisional offices?

Mr. BRIGHAM. Yes, sir.

Mr. TOWNER. Did you have any assistance in the preparation of those hints?

Mr. BRIGHAM. None whatsoever.

Mr. TOWNER. You did not go into consultation with anyone regarding them?

Mr. BRIGHAM. No, sir.

Mr. TOWNER. Then they were drawn up solely upon your own initiative?

Mr. BRIGHAM. Yes, sir.

Mr. TOWNER. After they had been prepared by you, as I understood you, they were deposited on the desk of the chief of the rehabilitation service. That is correct, is it?

Mr. BRIGHAM. Yes, sir.

Mr. TOWNER. Afterwards one or more of them came to you with certain deletions which you understood were made by the chief?

Mr. BRIGHAM. Yes, sir.

Mr. TOWNER. After that you had copies made of the memoranda and sent them to all of the case board representatives that were in the field, and also to all the case board representatives that were at that time in the central office?

Mr. BRIGHAM. I sent copies of the deleted memorandum, I think, to all of those people. I am not sure how many it went to.

Mr. TOWNER. Well, certainly I suppose you might have omitted one, but that is what you said you did anyway.

Mr. BRIGHAM. That was my intention, that those men should all have them.

Mr. TOWNER. Did you do that by direction or did you do that on your own initiative?

Mr. BRIGHAM. I did that on my own initiative.

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Mr. TOWNER. Did you make any report of having sent them out?

Mr. BRIGHAM. No, sir.

Mr. TOWNER. Did you say to the chief that you intended to send them out or to hand them to anyone?

Mr. BRIGHAM. I don't remember—no, I don't remember. According to Mr. Lamkin's testimony, you know, he did not understand that they were to be sent out in the field.

My understanding was that Mr. Lamkin had expected them to be sent out—well, I can't say that, because I am not sure what his attitude was.

Mr. TOWNER. Well, I think you would be justified in that, because then as now it was headed "Helpful hints for C. O. C. B. representatives."

Mr. BRIGHAM. Yes, sir.

Mr. TOWNER. That would indicate that it was intended to be given to the case board representatives, would it not?

Mr. BRIGHAM. Oh, yes.

Mr. TOWNER. And so anyone could not help but know upon reading it and seeing that, that it was intended to be given to the case board representatives, could they?

Mr. BRIGHAM. I think not.

Mr. TOWNER. I believe in your letter to Mr. Lamkin upon his request for a report upon the matter, you expressed your regret for the language which you had used in the original form in which it was submitted, did you not?

Mr. BRIGHAM. I did; yes, sir.

Mr. TOWNER. And even, as I understood your letter to Mr. Lamkin, expressed regret at the form and the expressions used, the statements made, even in the deleted form?

Mr. BRIGHAM. Yes, sir.

Mr. TOWNER. You were aware then that that statement being made public would throw a great deal of reproach and make the board the subject of very strong criticism?

Mr. BRIGHAM. Yes, sir; such criticism has resulted from the publication of the order.

Mr. TOWNER. And you expressed your regret and tendered your resignation, I believe, did you not?

Mr. BRIGHAM. Yes, sir.

Mr. TOWNER. The effect of that has been, I presume you will admit, very serious, has it not?

Mr. BRIGHAM. I think it has.

Mr. TOWNER. I understood your statements, however, to say that that is because of misunderstanding of its object?

Mr. BRIGHAM. I think the purpose of the document has been misunderstood, and at the same time I realize that the document as it is worded really invites misinterpretation. I would not accuse anybody of deliberately misrepresenting it except in so far as the original order went. That was never sent out—except by accident. The board did not—the statement has been made that the board issued this order, and the board did not. The original undeleted Helpful Hints that has been published with the statement that that went out as the policy of the board, of course, that is not true. One copy of it went out to Mr. Carl Becker, and I don't know how he got that, but

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the other copy, the deleted order, if you call it that, was sent by me to these case-board representatives.

Mr. TOWNER. At that time Mr. Becker was out in the field?

Mr. BRIGHAM. Yes, sir; he was in Oklahoma.

Mr. TOWNER. And if he got the original undeleted copy he also received a copy of the deleted form, did he not?

Mr. BRIGHAM. No, sir; he was not a central office case-board representative.

Mr. TOWNER. He was not?

Mr. BRIGHAM. No, sir; he was acting as a representative of the training and advisement section. He was not on the mailing list of the case-board representatives at all.

Mr. TOWNER. Then, he never received a copy of the deleted form?

Mr. BRIGHAM. I think not.

Mr. TOWNER. Where is Mr. Becker now?

Mr. BRIGHAM. He is in the New York office.

Mr. TOWNER. In what work is he engaged?

Mr. BRIGHAM. I think he is in charge of the advisement work in the New York office—that is, the interviewing of the men.

Mr. TOWNER. Do you know who gave this copy to the representative of the New York Evening Post?

Mr. BRIGHAM. No, sir; you will have to ask the Evening Post representatives. I have no knowledge of how they got it.

Mr. TOWNER. He had every reason to believe, however, if he did give it out, that that was the final form of the order?

Mr. BRIGHAM. He received a letter from the chief of division very shortly afterwards saying—explaining the fact that it was not intended to apply to disabled men, and that the policy of central office was to give the disabled man the benefit of the doubt. Mr. Becker received that letter very shortly after he submitted his copy—after he called the chief's attention to that. I can give you the date of Mr. Lamkin's letter. It is in the hearings.

Mr. TOWNER. Well, it is immaterial, the exact date. Of course, the chief could not have called his attention to that until after the matter had been made public by its publication in the Evening Post.

Mr. BRIGHAM. Oh, yes: Mr. Becker wrote into the chief of division in October, 1919, and said that he had received this, and the chief of division immediately wrote Mr. Becker and told him that it was unofficial and that it did not have any reference to the disabled men. That is in these hearings.

Mr. TOWNER. I was not aware of that.

Mr. BRIGHAM. Yes, sir. November 19 was Mr. Lamkin's letter to Mr. Becker. I don't know the date of the letter which was received from Mr. Becker.

Mr. TOWNER. How did Mr. Lamkin become aware of the fact that this had been sent?

Mr. BRIGHAM. Just through Mr. Becker's letter. Mr. Becker wrote in to central office and complained.

Mr. TOWNER. I believe you think that if the matter had never become public it would not have occasioned any difficulty?

Mr. BRIGHAM. In my opinion, Judge Towner, the issuing of these helpful hints to the men to whom it was sent did no harm. I think a tremendous amount of harm has been done since that time by the

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discussion of it in the press. There is, of course, no way of undoing that now. I feel very badly about it; I think that this problem that we are working on is 95 per cent what the soldier does for himself and 5 per cent what the Government does for him; and as soon as he loses confidence in the board which has charge of his reeducation a great damage has been done.

Mr. TOWNER. I can understand your feeling in regard to the matter, and I think it is entirely justifiable. However, I am unable to understand quite your point of view, and I would like to have you make that a little more plain, if you will.

In the language which was used in this orignal form you say: "If you are naturally sympathetic, work nights, when nobody is there." If that was to be the attitude of men from the central office merely toward the officials of the divisional office, where would the question of sympathy enter into the problem? Their relations were purely official. I can hardly see how the question of sympathy could enter into the proposition.

Mr. BRIGHAM. My answer is this, that if I am busy and can not talk to a person I don't like to tell them to get out of the room.

Mr. TOWNER. Well, that is a question of time, and it is a question of everything except sympathy. In other words, Doctor, doesn't it seem to you that the only question, the only place where sympathy could be a factor in the situation, would be the relation of any representative of the board to the soldier?

Mr. BRIGHAM. It doesn't seem to me, and I did not use the word in that connotation. I can say that with all assurance an unsympathetic attitude toward soldiers was never in my mind. It never occurred to me, and it was really quite a shock to me to pick up that copy of the Evening Post and see the interpretation that they had placed on it, although I realized that it could very obviously be placed on it.

Mr. TOWNER. Well, isn't your own interpretation a pretty difficult one to accept, Doctor?

Mr. BRIGHAM. The men that know me have no difficulty in accepting that interpretation.

Mr. TOWNER. Of course, I am not speaking about the personal equation; I am speaking about the situation as it would arise when one considers that this is a written document and must be interpreted only in the light of a written document. Now, when the declaration is made by one representative of the board to another representative of the board, "If you are naturally sympathetic, you must avoid any indulgence of that sympathy," would that not almost inevitably lead to the conclusion that that was the attitude of representatives of the board toward the soldier?

Mr. BRIGHAM. I don't think so. Of course you realize that none of the central office case board representatives ever received a copy of those hints which contained that phrase in it, and the only thing that is necessary for me to show—or not necessary, but which I would like very much to show—was that no such idea was in my mind when I wrote the original document from which those words were deleted.

Mr. TOWNER. Yes; but you are occupying a very important position as one of the official representatives of the board, and even if you were prevented from making public or from carrying it into effect, it at least indicated what your idea was, and would be so interpreted;

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and of course the board is not a distinct integer; it is composed and only composed and is expressed and only expressed through the human beings who are its officials, and when they give expression to a statement of that kind it indicates what the board is doing, presumably with authority.

So that when you made that declaration and it became public, of course it went out naturally to the world as the expression of the board's position, and so of course has created this thing. I think we all understand that it must be a matter of regret on your part—it certainly is a matter of regret to everyone that is interested in this work—that it was sent out. I know of nothing that has so discredited the standing and the purpose and attitude of the board to the people of the United States than that one thing. It is, of course, perfectly proper for you to make these explanations, and we have tried to see that they were made as fully as possible for that purpose.

That is all.

Mr ROBSION. I did not catch, Dr. Brigham, in what capacity you served in the American Army.

Mr. BRIGHAM. I enlisted as a private and was discharged as a first lieutenant.

Mr. ROBSION. At what time did you enter the Army?

Mr. BRIGHAM. July 7, 1917.

Mr. ROBSION. When were you discharged?

Mr. BRIGHAM. December 14, 1918.

Mr. ROBSION. And where did you serve?

Mr. BRIGHAM. I served at the National Guard outfit which when I enlisted was stationed at Buffalo, for about two months, and then we were transferred to Spartanburg. I was later transferred to the Tank Corps and was with the Tank Corps at Gettysburg. I did not get overseas.

Mr. ROBSION. And what was the first degree that you took at Princeton?

Mr. BRIGHAM. Litt. B.

Mr. ROBSION. And, of course, you had wide training in languages, rhetoric, and the meaning and force of words, did you not?

Mr. BRIGHAM. I had some training—general college training.

Mr. ROBSION. And the next degree you took at Princeton was the degree of M. A.?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. And you also had wide training in languages?

Mr. BRIGHAM. Not during my A. M. work; none.

Mr. ROBSION. Then, in your doctor's degree, did you have any further training in languages?

Mr. BRIGHAM. None.

Mr. ROBSION. I believe you said that you were a professor of psychology in Princeton?

Mr. BRIGHAM. No, sir; an instructor.

Mr. ROBSION. An instructor. Had you specialized in psychology before, or in Princeton?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. You have realized that this rehabilitation problem is one of the very greatest of the century, have you not; or one of the greatest that this country has ever undertaken?

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Mr. BRIGHAM. I think it is.

Mr. ROBSION. The very nature of the work requires the highest degree of cooperation, does it not?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. I mean cooperation for all those who are engaged in it?

Mr. BRIGHAM. It does.

Mr. ROBSION. And you look upon it as a big human problem, do you not?

Mr. BRIGHAM. It is a very big human problem.

Mr. ROBSION. And therefore it is a problem that you must approach not only wisely but with sympathy as well?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. The original order, or Helpful Hints, as prepared by you has not been placed in the record in full. At this particular place in your evidence I want to place in the record the entire order, or hints, as you prepared them.

The CHAIRMAN. Do you want to read them in?

Mr. ROBSION. I will read them to you, the whole thing. It reads as follows:

HELPFUL HINTS FOR C. O. C. B. REPRESENTATIVES.

1. As representatives of the Central Office Case Board you are to give individual rulings on individual cases. General rulings originate at Central Office. Don't make any yourself.

2. You are to pass on cases, and whenever you think out loud see that the thought is placed on paper and is then placed in the man's folder.

3. Don't argue with the District Office staff. Tell them to write Central Office if they don't like your judgment.

4. Don't speculate. If a fact exists, the existence of the fact can be proved on a piece of paper. Accept legal proof and don't trust to hearsay evidence. If any member of a District staff knows a lot more about a case than is in the folder, tell him to dictate it and get the D. V. O. to sign it. Don't listen to him; it wastes time.

5. The organs used in approving cases are the eyes and the brain. The ears and the heart do not function.

6. Don't gossip. If a man tells you a tale of woe in one District don't tell it in the next District. You are not sent out to arrange salary readjustments or to install filing systems, but to approve cases.

7. Keep your opinions to yourself. If you believe one section is more efficient than another section or one district more efficient than another, keep it to yourself.

8. Be hard boiled. Members of the District Office staffs will beat you over the head with verbal pressure. District pressure causes all our mistakes. Put cotton in your ears and lock the door. If you are naturally sympathetic, work nights when nobody is there.

9. District Office staffs believed that anyone from Central Office is full of wisdom. You will preserve this good impression if you don't talk.

10. Whenever you draw a conclusion, draw it in duplicate and forward one copy to Central Office.

11. Accept advice from Central Office. Take all the cigarettes you can get from members of the District Office staff, but no advice. The District Office will never crawl you for approving cases in error, but Central Office will. Don't get mad when you get crawled, but come back with the evidence. If the evidence wasn't there, don't do it again.

Now, Dr. Brigham, of course, with your training and your experience and your knowledge I assume that you knew the full import of every word and every clause and sentence you put in this circular?

Mr. BRIGHAM. I did not realize at that time the interpretation which could be drawn from the words which I used.

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Mr. ROBSION. But, Dr. Brigham, a man of your years and your highly trained mind, especially along these lines, leads me to believe that you knew the full import of every word you used there. Isn't that right?

Mr. BRIGHAM. It is not right. I did not intend that any phrase in that order or instruction——

Mr. ROBSION (interposing). I am not asking you what you intended. Did you not know the full import and meaning of every word used in that writing?

Mr. BRIGHAM. As isolated words, without regard to their context, I did; but to place the interpretation which is being placed upon it, it never occurred to me at that time, probably because the thing was done hastily.

Mr. ROBSION. But, Dr. Brigham, you don't mean to confess to this committee that you did not understand the ordinary interpretation and meaning of the words you used in that writing, do you—and you a doctor of philosophy, a master of arts, and literary doctor?

Mr. BRIGHAM. I mean to tell the committee that when that order, instructions, or hints—whatever it is called—was written, it did not have the meaning to me which has been placed on it in the press.

Mr. ROBSION. The language is very simple, is it not?

Mr. BRIGHAM. Yes, sir; it is very simple and slangy.

Mr. ROBSION. Very direct and very pointed; and in nearly every sentence you employ the imperative mood, and you express a command, do you not; not a wish, nor a desire, but a command? You certainly knew what you were talking about.

Mr. BRIGHAM. Yes, sir; I knew what I was talking about.

Mr. ROBSION. Now, up to that time, the central office had been passing upon these disabled soldiers' cases, had they not?

Mr. BRIGHAM. Up to that time?

Mr. ROBSION. About that time.

Mr. BRIGHAM. With the exception of three districts, within two months they had.

Mr. ROBSION. Now you are going to change the policy; you are going to let the 14 district officers pass upon their cases; or, rather, send a representative to the district offices and let them work there, virtually?

Mr. BRIGHAM. That thing had been instituted about two months previous to this—one month.

Mr. ROBSION. So that at this time, and from this time on, the cases were not to be sent to the central office here to be passed upon, were they, except on appeal? I mean the original.

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. But in order, as you thought, to have closer cooperation, you were going to send a representative from the central office out to the district offices?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. And he was to be in that office?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. And you believed in cooperation, did you not?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. And that corporation was absolutely essential to success?

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Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. Yet you give that man, your representative from the central office, and the only representative from the central office to the office staff in New York, a command not talk, don't you?

Mr. BRIGHAM. Yes, sir; for this reason——

Mr. ROBSION (interposing). I am not asking for a reason now; I just asked you if you gave that sort of a command. You gave this further command: For those men to put cotton in their ears so that they could hear nothing?

Mr. BRIGHAM. That was not sent to them. They never received it.

Mr. ROBSION. Never received what?

Mr. BRIGHAM. Never received the copy which contained those words. No representative of the central office case board ever received those copies. They were all destroyed except one.

Mr. ROBSION. You forbade them to think aloud, didn't you?

Mr. BRIGHAM. To do what?

Mr. ROBSION. They couldn't even think aloud. That is, if a man had a thought; I mean, your representative from central office in the New York office had a thought that he felt the district office ought to have the benefit of, you commanded him not to think out, didn't you?

Mr. BRIGHAM. No, sir; I told him to put his thought on paper and send a copy of it in to the central office, in order that we might have the complete evidence on the case.

Mr. ROBSION. You told him to put his thought on paper and put it in the soldier's folder, and then it would go into the filing case, wouldn't it?

Mr. BRIGHAM. No, sir; it would be forwarded to central office for action.

Mr. ROBSION. To central office?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. The central office was not passing on the cases then?

Mr. BRIGHAM. Oh, yes, they were. They passed on the evidence. It was not a final decision. For instance, a man, a central office case board representative might disapprove a case in the field and state his reasons for disapproving the case.

Mr. ROBSION. That is on appeal.

Mr. BRIGHAM. What did you say?

Mr. ROBSION. That is on appeal.

Mr. BRIGHAM. No, sir; on the ordinary procedure in handling this case.

Mr. ROBSION. I thought you said you had changed the system two months before this time, and they were passing on the cases in the district offices.

Mr. BRIGHAM. They did; they were passed on both in the district office and in the central office.

Mr. ROBSION. You passed on them twice?

Mr. BRIGHAM. Yes, sir; in order that if the man in the district office had made a decision unfavorable to the man, the case could be again reviewed on the basis of his evidence, and a new decision given, and a decision favorable to the man the second time.

Mr. ROBSION. That was only on an appeal?

Mr. BRIGHAM. No, sir; not on appeal, the ordinary routine.

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Mr. ROBSION. I am surprised to hear you state that, Doctor, because this committee has been told over and over and over again by your superiors that the district office staff had the right to pass upon a case, and all cases, except, I believe, the case of a man who was to receive more than a two years' course, and where the tuition was more than $500 for any one year, and that the central office had no cases to consider except on appeal.

Mr. BRIGHAM. That is at the present time. I am talking about at that time.

Mr. ROBSION. I am talking about at that time too, in October, 1918 and 1919.

Mr. BRIGHAM. At that time a case was reviewed twice, and the decision most favorable to the man stood.

Mr. ROBSION. If you were passing on these cases here in Washington, why were you sending a man to the district office in New York to pass on them?

Mr. BRIGHAM. Because the district office was authorized to put a man in training as soon as the central office representative said he could go.

Mr. ROBSION. Dr. Brigham, is not this it, that your man from Washington there in the New York office, your representative, held the key position, and no man could take training until your representative passed upon his case and authorized the training?

Mr. BRIGHAM. Not entirely, sir; because if the New York man had disapproved the case, the central office might approve it.

Mr. ROBSION. But originally, without an appeal?

Mr. BRIGHAM. Without an appeal. Automatically, central office approved cases that were disapproved by representatives of the central office in the field.

Mr. ROBSION. That were brought here in an irregular way?

Mr. BRIGHAM. No, sir; which came here through the regular channels, that all the correspondence comes through.

Mr. ROBSION. But you have not answered my question yet. Was not this the procedure, that your representative in the district office must pass upon a case there, even after the district office staff passed upon it, before the men could have training?

Mr. BRIGHAM. He did pass on the case, but if he passed unfavorably the man still might get an approval through the central office, because the case was reviewed and subsequently determined, whether the man appealed the case or not.

Mr. ROBSION. Your district man did not get any information there?

Mr. BRIGHAM. That is just the reason why we wanted him to put his reasons for disapproving that case in the folder, in duplicate, so we could see the reason why he turned it down, and if his reason for rejecting the case was in error, then we could approve it. That is why we asked them to put their reports in duplicate.

Mr. ROBSION. But your "hard-boiled" order limited him and confined him absolutely to what was in the folder, did it not?

Mr. BRIGHAM. It did not confine him absolutely to what was in the folder.

Mr. ROBSION. Did it not tell him not to talk to anybody, and not have anybody talk to him?

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Mr. BRIGHAM. They did talk to people all the time.

Mr. ROBSION. I am not saying what they did, but I am stating what your instructions were, if they had carried out your instructions.

Mr. BRIGHAM. I do not know.

Mr. ROBSION. So, if they had followed out your instructions, there could not have been cooperation between the central office and the New York office, or the district office, could there, so far as your representative was concerned?

Mr. BRIGHAM. There always has been cooperation.

Mr. ROBSION. I know, but if they had followed out your orders, could there have been cooperation?

Mr. BRIGHAM. It depends upon how they interpreted it. They never would have interpreted it in the way you do.

Mr. ROBSION. I just assumed that they were fellows who, whenever they would see "hard-boiled," would know what that meant.

Mr. BRIGHAM. They never saw "hard-boiled."

Mr. ROBSION. Or, when they would see this proposition, "Take all the cigarettes you can get from the members of the district office staff, but no advice," you did not have any fellow engaged for you passing upon these boys' cases who would not know what that meant, did you?

Mr. BRIGHAM. Yes.

Mr. ROBSION. You say you did?

Mr. BRIGHAM. They all took advice from the district office. They were in constant conference. We told them not to do it in certain instances.

Mr. ROBSION. You told them not to, and so, in order to get it, they had to violate your instructions, did they not?

Mr. BRIGHAM. They should have violated them—if they had read that into the instructions, they should have violated them, but they always did confer with the district staffs except in some cases when they were so busy they simply had to tell the people to get out.

Mr. ROBSION. Did you use cigarettes yourself at the time?

Mr. BRIGHAM. Yes, sir; I always have.

Mr. ROBSION. Did these fellows you sent out use cigarettes?

Mr. BRIGHAM. Yes, sir; most of them did.

Mr. ROBSION. You felt that they wanted cigarettes when they got to the district offices?

Mr. BRIGHAM. I think everybody does.

Mr. ROBSION. So you told them to take the cigarettes?

Mr. BRIGHAM. Yes, sir; that was——

Mr. ROBSION. That was a fool thing to tell them, was it not?

Mr. BRIGHAM. I do not know as it is.

Mr. ROBSION. Was not that a fool thing to tell them?

Mr. BRIGHAM. I think it was rather unnecessary to tell them that.

Mr. ROBSION. What do you think about a man that is sending out men here to pass upon this great problem, this human problem, these thousands and thousands of maimed boys, writing out and telling them to take cigarettes, but not advice? What do you think about that?

Mr. BRIGHAM. I think that the men who have actually been sent out to pass on these cases, and the men that are actually in the field

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passing on these cases see the human side of the problem; they do take advice, they confer with all—they get all the expert advice they can.

Mr. ROBSION. Now, let us assume, Dr. Brigham, they do, but if you can see either one of those things in your instructions here, I want you to point it out.

Mr. BRIGHAM. It is not there.

Mr. ROBSION. So, then, the men you sent out had to see something that you did not tell them, and had to see the opposite thing to what you told them, did they not?

Mr. BRIGHAM. What was your question, sir?

Mr. ROBSION. I say these men that you sent out to pass upon these disabled boys' cases had to see something that was not in the instructions.

Mr. BRIGHAM. But these were not the only instructions that were ever sent to them. They had been given a course of training. They knew how to pass on these cases. They knew every man was to be given the benefit of the doubt.

Mr. ROBSION. Right there. I want you to read these written instructions that you gave them, and if there is any place in them, any word or line or syllable that authorized these men to give the crippled soldier the benefit of the doubt, I want you to point it out to this committee.

Mr. BRIGHAM. It is not in there. It is not necessary to write instructions of that sort to these men. They already know it.

Mr. ROBSION. But your instructions say to them not to do it, do they not?

Mr. BRIGHAM. It does not say that they were not to give them the benefit of the doubt. There is not a word in these instructions that applies to the soldier.

Mr. ROBSION. And that is your conception of these instructions, Dr. Brigham?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. That not a word applies to the soldier?

Mr. BRIGHAM. Well, there are words in here which apply to the soldier. Of course, we are talking about cases of soldiers; we mean cases of men who are in the service.

Mr. ROBSION. Now let us take this: You are not afraid that your representative will give the benefit of the doubt. "The district office will never call you for approving cases in error, but the central office will." You meant by that, did you not, that if these boys go out and give the soldier the benefit of the doubt and make an error in the soldier's behalf, the district office will not blame them for it, but the central office will? Is not that what that means?

Mr. BRIGHAM. That means this: That the central office does send out letters to the case-board representatives, criticizing them, even now, for approving cases where the evidence does not seem to show that the man is in need of training. A man, however, since last December, has never been discontinued from training. He is given the benefit of the first decision. As far as the man is concerned, he can not possibly suffer.

Mr. ROBSION. Where are your instructions to your men that have written in them a line of sympathy, a line of the human side of the

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question, or a line whereby you advise them to give the soldier the benefit of the doubt—or the disabled man?

Mr. BRIGHAM. I will submit that copy from the regulations of the board. I have not the regulations here.

Mr. ROBSION. Did you get it up?

Mr. BRIGHAM. No, sir.

Mr. ROBSION. I want one that you got up. Have you got anything like that?

Mr. BRIGHAM. Saying to give the men the benefit of the doubt?

Mr. ROBSION. Yes; or expressing a disposition of sympathy or kindliness or cooperation between your representatives and the district office on behalf of the soldier.

Mr. BRIGHAM. That can be done by calling as witnesses every man who has ever worked under my direction in a district office or central office, and asking those men what my attitude has been.

Mr. ROBSION. Oh, yes, Dr. Brigham; I gather you may have talked to the men; but what I was trying to get at was, have you ever submitted to them, just before they were going out—like you did here—any written instructions in which you gave them any indication of sympathy in dealing with this problem?

Mr. BRIGHAM. I have submitted, earlier, a quotation from a letter which I wrote to Mr. Lamkin on December 22, which, I think, clearly defines my attitude in relation to the men where I felt that the central office was not giving them the benefit of the doubt. I will let that stand. I will ask you to call these men that have worked under me, and get their personal opinion.

Mr. ROBSION. Now, you have been asked a number of times about the term "hard boiled." Of course, you were a soldier in the Army, and you know what it means, do you not?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. You knew what it meant when you put it in there?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. You knew it was very offensive to the American people, did you not?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. As you expressed it a while ago, it was a very unpopular phrase or expression?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. And but for Mr. Lamkin the order would have gone out, "Be hard boiled," would it not?

Mr. BRIGHAM. I do not know.

Mr. ROBSION. Would you not have sent it out in that way?

Mr. BRIGHAM. I do not know.

Mr. ROBSION. I would like to know why you put it in there.

Mr. BRIGHAM. Because we wanted the men who were working for us to finish their job in a hurry, and naturally the sympathetic phrase, and "Put cotton in your ears," applied to that situation, where a man had more work actually to do than he had the time to do it, and he simply could not spend time talking over the cases. It is a question of passing on 99 cases instead of talking about 1 case.

Mr. ROBSION. Why did you tell them to be in a hurry to expedite this thing?

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Mr. BRIGHAM. We only had six men; we were limited in our staff and we could not assign any more men.

Mr. ROBSION. Why did you not, with your grasp of the English language and your knowledge of it, tell them in plain English to be in a hurry, and not tell them to be hard boiled?

Mr. BRIGHAM. I think it is perfectly clear that every place I tried to express my meaning I took the most unfortunate expression available at the time.

Mr. ROBSION. I would like to give more charity to your explanation, Dr. Brigham, than I do, if it was not for the testimony of Mr. Meyer, Mr. Ives, and Mr. Noyes, and others from the New York office, who came in here and testified that the office and the district representatives under you here are hard boiled in dealing with the situation.

Mr. BRIGHAM. The district representative of the New York office is not working for me, and he is not hard boiled. He gives a decision which is very fair. Mr. Collier is his name, and he is one of the finest men I have ever met, and his decisions are eminently fair.

Mr. ROBSION. Maybe if he had been let alone he would be all right, but I say these men who have come in here from the district office in New York say that in his conduct he was hard boiled, and did have cotton in his ears, and he did act without sympathy, and did act just simply with his eyes and his brain, and that his heart had no place in it.

Mr. BRIGHAM. Collier never saw those "helpful hints." I do not believe Collier ever saw a copy of them until they were published in the Evening Post.

Mr. ROBSION. I notice that you insist on calling them "helpful hints." Where do they help?

Mr. BRIGHAM. I do not know where they help.

Mr. ROBSION. Is not this it, that if they help at all they help to keep the disabled soldier out of training?

Mr. BRIGHAM. They do not. They were designed to speed up the work in order that more men could go into training.

Mr. ROBSION. I wish you would point out where it is.

Mr. BRIGHAM. I am not going to try to defend them.

Mr. ROBSION. You can not do it, can you?

Mr. BRIGHAM. I have published a letter which I wrote in the record here. Beyond that I do not expect to defend the language, and I am not trying to defend the language further than that.

Mr. ROBSION. Why do you not come right out, Dr. Brigham, and condemn it?

Mr. BRIGHAM. I have condemned it time and time again in this session.

Mr. ROBSION. But at the time you did approve, did you not?

Mr. BRIGHAM. At the time I did not think they would do any harm, and I do not think they have done any harm to the disabled men. They had not done any harm until they were published.

Mr. ROBSION. I believe you said you wrote them hurriedly, without giving them much thought?

Mr. BRIGHAM. I did.

Mr. ROBSION. What do you think about giving instructions here to a lot of men who go out and pass upon the cases of disabled sol-

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diers, and rushing the thing off in a hurry, without giving it much thought? Do you feel, under that statement of yours, that you have measured up to realization of this great work?

Mr. BRIGHAM. I think this, that a good bit of the work I have done on the board has been very valuable in favor of the disabled men.

Mr. ROBSION. Yes; I have heard you say it was very valuable work that you did, and I hope you have done it. I do not want to take any credit from you that you are entitled to, but with this sort of a paper going out, and with you writing it, without thinking, hurriedly, and sending out that sort of instruction, do you think you yourself had a grasp of this great work?

Mr. BRIGHAM. I did. The only thing that occurred to me at that time was to get some way of speeding up the applications of these men. I genuinely thought that might help.

Mr. ROBSION. You wanted to get the cases passed on and out of the way?

Mr. BRIGHAM. I wanted to get the cases approved for training and the boys in school last fall.

Mr. ROBSION. If there is a word in there anywhere, or even a line in there, that will aid the soldier—I mean toward getting his case passed on favorably—I would like for you to point it out.

Mr. BRIGHAM. This will help the soldier. There are several things in there, and the first one is this: If a man is able to pass on 90 cases, say, in one day, as against passing on three cases in a day, and talking over each one indefinitely with the district-office staff, 87 men are going to be benefited more than the three. That illustration is slightly exaggerated, but I have known a man—and I have myself discussed cases for three or four hours on a stretch.

Mr. ROBSION. I want to express my appreciation of your desire for haste, but what I was trying to get at, after that haste, what was in here that would express any feeling or sympathy in dealing with this problem?

Mr. BRIGHAM. There is nothing in it, and I say again that it is unnecessary to give instructions of that sort. The men are naturally sympathetic in the interest of the disabled men.

Mr. ROBSION. You knew that, did you not?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. Is not that why you wrote it, so as to keep them from being sympathetic?

Mr. BRIGHAM. No, sir.

Mr. ROBSION. You will admit that that is the tenor of it, to keep them from being sympathetic?

Mr. BRIGHAM. I will not admit that is the tenor of it.

Mr. ROBSION. Do you decline to admit the plain language; the expression itself?

Mr. BRIGHAM. I admit the language was in the original draft, but the original draft was not sent to any central office representative.

Mr. ROBSION. So, it was in your mind then, whether it got to the other fellow or not?

Mr. BRIGHAM. That particular attitude was not in my mind when I wrote it.

Mr. ROBSION. You say three members of the staff approved this. Who were they?

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Mr. BRIGHAM. I did not say three members of the staff approved it.

Mr. ROBSION. Well, then, you showed it to three members of the staff in the central office. Who were they?

Mr. BRIGHAM. As I remember it, those men were Mr. Hamilton, Mr. Fuller, and Capt. Smith. I am not sure of those three men.

Mr. ROBSION. What did they say about it?

Mr. BRIGHAM. I do not remember what they said. As a matter of fact, I am hazy on that whole operation there. It was last October.

Mr. ROBSION. How is that?

Mr. BRIGHAM. I say I am hazy on the whole occasion. It was one night last October.

Mr. ROBSION. Considering a thing as important as that, Dr. Brigham, it would seem to me as though you would remember whether they approved it, or disapproved it, or did not say anything.

Mr. BRIGHAM. The importance of this program developed in February of this year, when it was published in the Evening Post.

Mr. ROBSION. When it got out?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. You take the position here that the injury was in publishing it.

Mr. BRIGHAM. The injury to the disabled men is in publishing it; yes, sir.

Mr. ROBSION. You do not feel that the injury was in your writing it and giving it to these fellows to act under it?

Mr. BRIGHAM. The instructions which were published in the Evening Post were not sent to the case board representatives.

Mr. ROBSION. That would be something like admitting to the committee some bad offense, and the bad thing about it would be when the papers would get hold of it and publish it, would it not?

Mr. BRIGHAM. I would not want to take that position.

Mr. ROBSION. Is not that your position here?

Mr. BBIGHAM. Whatever I said in there I have apologized for, the tone of the order, and everything else. I am not trying to defend the language which was used.

Mr. ROBSION. What I am trying to get at, Dr. Brigham, is your putting the responsibility on the publication, where it does not belong.

Mr. BRIGHAM. I feel that it does belong there.

Mr. ROBSION. The responsibility is with you in writing it and then giving it to the men to be used in handling this problem. The American people have got a right to know how these soldiers are being handled, and what orders are being given.

Mr. BRIGHAM. The copy they published never was sent to anybody who had any dealings with the soldiers except this one man.

Mr. ROBSION. Well, Dr. Brigham, you have nothing to with the soldiers, have you?

Mr. BRIGHAM. Yes, sir. At the present time I have nothing to do except with their files.

Mr. ROBSION. Does your representative that goes to the district office now have anything to do with the soldiers?

Mr. BRIGHAM. I have no representative in the district office now.

Mr. ROBSION. Well, the central office representative?

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Mr. BRIGHAM. The central office representative never meets the soldier.

Mr. ROBSION. In this great problem don't you know that all the men have got to be linked together?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. And any instructions given by the boss here has to do with the soldiers, does it not?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. So this instruction that you gave to these men had to do with the soldiers, did it not?

Mr. BRIGHAM. In a general way, as you define the whole thing—interrelated—it does.

Mr. ROBSION. Is it not in a very particular way, because you are going to pass on his case?

Mr. BRIGHAM. In a particular case it helps the soldier.

Mr. ROBSION. Well, I can not agree with you. I believe you say that you put these 8 or 10 copies on Mr. Lamkin's desk—the chief's desk here?

Mr. BRIGHAM. I think so.

Mr. ROBSION. And that same night or evening you saw them, and certain parts had been deleted?

Mr. BRIGHAM. Later, I saw them, and certain parts had been deleted. I will not say it was the same evening or night. It may have been a week later, or two weeks later.

Mr. ROBSION. After certain parts were deleted, and the order was as it has been put in print here, you had copies made, and then gave them to these men?

Mr. BRIGHAM. I had copies of the deleted instruction made, and gave them to the men.

Mr. ROBSION. So you are responsible for writing it and putting it in the hands of the men?

Mr. BRIGHAM. Yes, sir.

Mr. ROBSION. Well, did you talk to Mr. Lamkin about it?

Mr. BRIGHAM. I do not remember, sir.

Mr. ROBSION. Did you ever talk to Dr. Munroe about this order?

Mr. BRIGHAM. After it was published.

Mr. ROBSION. What did you have to say to him then about it?

Mr. BRIGHAM. I appeared before the three members of the standing committee, Mr. Munroe, Mr. Holder, and Mr. McIntosh, and they asked me how it happened, how the "Helpful hints" were written, and I gave them an explanation very similar to that which I gave the chief.

Mr. ROBSION. Did they approve it then?

Mr. BRIGHAM. No, sir.

Mr. ROBSION. They disapproved it?

Mr. BRIGHAM. Yes, sir. This was after it had been issued, you know. This was in March, I think, or the latter part of February.

Mr. ROBSION. What did they say to you about it?

Mr. BRIGHAM. They reprimanded me.

Mr. ROBSION. They seemed to have the same fool notion about what this thing means as the balance of us, did they not?

Mr. BRIGHAM. They realized—you have their testimony in there, I think. They certainly did not approve of the language of the "Helpful hints," or its flippant tone, any more than I do.

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Mr. ROBSION. What is worrying me all the time is that a doctor of philosophy, occupying such a position in this great work as you did, would employ a flippant tone or language in giving instructions to men who were going to carry on this work. How do you explain that?

Mr. BRIGHAM. I explain it in this way, Mr. Robsion. I did not like to write these men a letter, a formal letter, covering each of the points we wished to correct, and I thought that in a compact form, using more or less slang, these few notions that we wanted to get over, these hints, might get across a little better than they would in a formal document. All of the ideas could have been properly expressed in a formal document.

Mr. ROBSION. In an answer to Dr. Fess's question you stated that you believed they would not have any effect anyhow, or amount to anything?

Mr. BRIGHAM. That is quite true. They would not have had any effect at that time.

Mr. ROBSION. So when you put it out you did not believe that the men would pay much attention to it anyhow?

Mr. BRIGHAM. Not particularly. They would read them and throw them in the waste basket.

Mr. ROBSION. Well, now, is this great work of this great institution that we have created here being carried on in that sort of slipshod, loose manner that you issue instructions to men going out to do this important work when you feel that they will not be noticed or paid any attention to, or thrown in the waste basket?

Mr. BRIGHAM. There is a regular series of instructions and regulations of the board which go to these men and which are followed in every respect. These were not a part of those instructions.

Mr. ROBSION. One of the complaints made here against the central office and the New York office is that there is no follow up; in other words, it is run in a slipshod manner, and things go into the waste basket or go back into the files and never come to life again. Are you undertaking to confirm that condition?

Mr. BRIGHAM. No, sir.

Mr. ROBSION. Did not Mr. Lamkin suggest that you write to him about the order?

Mr. BRIGHAM. No, sir; he did not.

Mr. ROBSION. Well, anyhow, whatever your purpose was, however flippant you may have been or ill advised in the use of that language, this order has done a great deal of harm; do you not feel that?

Mr. BRIGHAM. Yes, sir; it has.

Mr. ROBSION. Now, what suggestion would you make to remedy the condition that you say you have brought about?

Mr. BRIGHAM. I have told the chief of the division that I am perfectly ready to resign, and that if my occupying the position which I am at the board or which I previously occupied, is in any way a hostile one to the interests of the disabled men, I would be more than glad to get out.

Mr. ROBSION. This is a rather personal question, and you need not answer it unless you want to, but do you not think that it would help the service if you did get out?

Mr. BRIGHAM. I do not know. I will ask you to call on my superior officers to answer that question. I consider Mr. Lamkin a

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pretty good judge of men, and I have had my resignation in his hands for three months, two resignations.

Mr. ROBSION. How is it that Mr. Lamkin did not find this out until the New York Evening Post found it out?

Mr. BRIGHAM. Find out what?

Mr. ROBSION. Find out about the order.

Mr. BRIGHAM. He knew about this being sent in, from Mr. Becker's letter. You see, Mr. Becker wrote in from Oklahoma about this. This is in the record.

Mr. ROBSION. We asked yesterday that Mr. Becker's letter be filed in evidence. Has that been done?

The CHAIRMAN. They promised to do it.

Mr. ROBSION. Will you get a copy, or get the letter, and file it?

Mr. BRIGHAM. Yes, sir; I will have it filed.

The CHAIRMAN. Doctor, you knew that this order had been the subject of a resolution introduced in Congress?

Mr. BRIGHAM. Yes, sir; the Husted resolution?

The CHAIRMAN. Yes.

Mr. BRIGHAM. Yes, sir.

The CHAIRMAN. That is evidence that it was looked upon as a very serious matter?

Mr. BRIGHAM. Yes, sir.

The CHAIRMAN. You may be excused.

(The witness was thereupon excused.)

The CHAIRMAN. The committee will have to go into executive session, and I do not know how long it will last, so consequently we will have to recess until Monday at 10 o'clock.

(Whereupon the committee adjourned until Monday, May 10, 1920, at 10 o'clock a. m.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Monday, May 10, 1920.

The committee met at 10 o'clock a. m., Hon. Simeon D. Fess (chairman) presiding.

TESTIMONY OF MR. H. L. BRUNSON, SUPERINTENDENT OF PLACEMENT, FEDERAL BOARD FOR VOCATIONAL EDUCATION, WASHINGTON, D. C.

(The witness was duly sworn by the chairman.)

Mr. BRUNSON. Mr. Chairman, I would assume that better headway——

The CHAIRMAN (interposing). Do you want to make a statement?

Mr. BRUNSON. I have prepared no formal statement. Having in mind that at this stage of the investigation all matters have probably been touched upon and that my presence here would be principally for the purpose of being questioned, I have prepared no formal statement, and do not desire to enter into one, but would rather be of assistance to the committee in expediting the investigation by answering such questions as they may want to ask.

The CHAIRMAN. What is your present relationship with the board?

Mr. BRUNSON. I am superintendent of placement.

The CHAIRMAN. Your office is here in Washington?

Mr. BRUNSON. Yes, sir.

The CHAIRMAN. Is all of the placement work under your direction?

Mr. BRUNSON. It is, in a manner. I act as an adviser to the chief of the division, in a similar capacity to that of Mr. Hamilton. He, as has been explained, has charge of advisement and training, which really means institutional training, and I have similar charge of the work of training men in shops, mills, factories, and on farms, in what we call placement training, and charge of their employment after they have either been trained in institutions or by placement training.

The CHAIRMAN. When did you come to the board?

Mr. BRUNSON. July 1, 1918.

The CHAIRMAN. What had you been doing before that?

Mr. BRUNSON. I was employed in the capacity of adviser and business representative of five organizations, namely, boiler makers, blacksmiths, sheet-metal workers, carmen, and machinists, at St. Louis, Mo.

The CHAIRMAN. You say you were employed. How were you employed?

Mr. BRUNSON. By the federation known as System Federation, No. 25, with which those organizations were associated.

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The CHAIRMAN. What was your salary?

Mr. BRUNSON. $60 per week.

The CHAIRMAN. Was that amount of $60 per week the amount you were paid for the weeks you worked, or was that the rate for the year?

Mr. BRUNSON. I was employed on full time.

The CHAIRMAN. That would make over $3,000 a year?

Mr. BRUNSON. Yes, sir; my income was larger than that $60 per week.

The CHAIRMAN. What is your salary now?

Mr. BRUNSON. $4,000 per annum.

The CHAIRMAN. What was your salary when you came to the board?

Mr. BRUNSON. $3,500.

The CHAIRMAN. Prior to your employment by this federation that you spoke of, or those five organizations, what had you been doing?

Mr. BRUNSON. I was employed by the Terminal Railroad Association, of St. Louis, Mo., in the mechanical department, in the capacity of machinist.

The CHAIRMAN. In which you were actually working in the capacity of a machinist?

Mr. BRUNSON. Yes, sir.

The CHAIRMAN. How long had you been doing that?

Mr. BRUNSON. Do you mean with the Terminal Co.?

The CHAIRMAN. Yes.

Mr. BRUNSON. For some seven years.

The CHAIRMAN. How long were you with the federation, or in their employment?

Mr. BRUNSON. Altogether I was with the federation approximately eight years. I was not always on full pay. I had a contingent salary until about 1917. In the first part of that year I went on full salary.

The CHAIRMAN. Mr. Brunson, will you give us a statement of the importance of the work of placement? In other words, we have several divisions of work, and one of them is the Placement Division. How do you look upon that?

Mr. BRUNSON. In my personal judgment, and I think it is generally supported, the placement work is the test of the whole rehabilitation idea. It is the only practical way to determine whether a man has received any material benefit from his training. To sum up my opinion in a few words, I might say that we are not placing any men in employment, but they are being trained into employment. That is, if a man takes the major portion of his training in an institution, at the completion of that training, he is still given a period during which time he becomes adjusted to the actual requirements of the specific jobs that he is to carry on as a producer or worker.

The CHAIRMAN. There has been some criticism voiced of the Placement Division as being a mere job-hunting division. I have heard that criticism, and I have heard it within the last half-dozen days—not in connection with this investigation, but in connection with other people who have been discussing that general phase of this work, the contention being that the work should not be a job-hunting work. Your statement was that you are not placing people in employment, but that you are training people into employment, and that

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might be some sort of answer to that general criticism that I heard sometime ago. On the other hand, there has been, at least, a suspicion in the minds of some members of the committee that there has been some discrimination in the placement of men, and that that part of the work is likely to be under the domination, not so much of the Government, as under the rules of some federation of labor. What can you say about that criticism?

Mr. BRUNSON. The inference that is drawn from the fact that certain men who are engaged in the placement work who have been formerly affiliated with labor unions is, I think, a violent assumption. There is, in my judgment, no more reason to believe that such an influence would obtain than there is to believe that I personally, or any of the others similarly situated, would be influenced by religious or other social affiliations. Answering more directly your question, I can assure you that no influence of that kind has been so exerted as to come to my notice. I would point out, also, that our organization is so builded that it would not be possible for the independent judgment of any one man, or any one group of men in the organization, to control the policy to that extent, even if they should desire to do so.

The CHAIRMAN. That inference might grow out of two angles, one being that a person who had been affiliated with such associations for a long time would naturally be sympathetic with whatever ruling they might have made on that general principle, and the other is that there might be some rule of the federation itself that the superintendent would not want to violate, and it might cause him to hesitate to be free in putting into operation his own independent judgment, for fear that he might run counter to some rule that he would think it important to observe if he were doing work wholly within the federation. That, I think, would be a justifiable suspicion, at least, and I should like to have you state to the committee whether your affiliation with, or your former employment by those five federations, has ever influenced you to a degree that you would discriminate for or against a soldier who might or might not have been heretofore in any way affiliated with any federation or labor organization?

Mr. BRUNSON. It would not. My association with organized labor has instilled in me a very sincere and deep interest in the economic welfare of all workers, irrespective of whether they are organized or unorganized.

The CHAIRMAN. So that, in the placement of the men after they have been trained, the orders of labor associations have not influenced you against what you might think would be the best interest of the man trained?

Mr. BRUNSON. Not in the least. That affiliation has had no more influence in my work than has my connection with the Masonic fraternity or the Missouri Bar Association, or, so far as that is concerned, with the American Automobile Association.

The CHAIRMAN. Was there any pressure brought to bear upon the board in your selection by the influence of labor organizations?

Mr. BRUNSON. None whatever; positively none. If there had been, I am sure I would have know it, and I know of none.

The CHAIRMAN. What success have you had, Mr. Brunson, in locating the men who have been trained?

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Mr. BRUNSON. We have experienced no difficulty in placing all the men who have been trained. I mean that broad statement to take into consideration the fact that we are handling a mine-run of humanity, and that there might be cases here and there that have given us considerable concern, and that we have shifted for a number of times in order to locate properly, but my statement that we have had no difficulty in placing all the men who have been suitably trained is correct.

The CHAIRMAN. Do you find some difficulty due to the fact that some industries do not want the men—do you find that situation anywhere?

Mr. BRUNSON. We have found some local groups in industry, both of employers in certain instances and of labor groups in others, who did not have a full appreciation of the character of this problem, and who have not cooperated to the fullest extent. However, that would not apply nationally, either to any class of employees or to any labor organizations.

The CHAIRMAN. The fact that a group of labor men in some local industry would be adverse to the employment of a soldier is not to be interpreted as indicating that that labor group represents a principle, or that they do not want this man to come in because his introduction might violate a principle of the labor organization?

Mr. BRUNSON. It should not be so interpreted as the policy of the larger groups.

The CHAIRMAN. There is one question that comes to my mind, and I want you to be frank in your answer: There might be a closed shop here, and your man that you have trained might not be a member of the union: Now, what would be your attitude in offering an opportunity to that person in this employment?

Mr. BRUNSON. Interpreting the term "closed shop," as you are using it, I assume that it means a shop in which an agreement is in existence between the employers and the employees, providing that none other than members of a particular organization shall be employed?

The CHAIRMAN. That is what I mean.

Mr. BRUNSON. Under those circumstances, we have approached the employers and the employees in council, if it is possible to do so, and quite usually it is, because they are very anxious to preserve the provisions of their agreements, and we have under those circumstances encountered no difficulty in having the point waived. We have encountered very little difficulty in that direction because there are very few closed shop agreements in the line that we have placed men in thus far. The closed shop lines are those in which, as a general proposition, a longer period of training is necessary, and we have matured very few men for them. I refer to such lines as the printers, for instance.

The CHAIRMAN. So that you have not had any great difficulty in that line?

Mr. BRUNSON. No great difficulty in any of those directions. We have probably had an instance here and there where those matters have come up locally, but they are very readily adjusted.

Mr. REED. Now, with reference to your employment here in St. Louis, dealing with the shop and mill federation employees, just what was the character of your work at that time?

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Mr. BRUNSON. I only had to do with the relations of those employees with the Terminal Railroad Association, as far as their employment problems were directly concerned. In an advisory capacity I had some larger work.

Mr. REED. Would you mind explaining very briefly to the committee the character of the advice that you were called upon to give in that work?

Mr. BRUNSON. All negotiations with the employers affecting working conditions, rates of pay, and grievances of any character, were handled through me, or by my advice, first, by the various committees representing the various crafts involved, because there were several crafts involved, and after failure to make adjustments in any of those matters, they were referred to me. I maintained an office in St. Louis.

Mr. REED. Were you representing the manufacturers or the employees?

Mr. BRUNSON. The employees, or the five trades mentioned previously.

Mr. REED. Now, did you go into the welfare phase of the work at all, or study the conditions under which the men were living?

Mr. BRUNSON. The living conditions entered into it to some extent, but the conditions of employment were more directly involved, such as the sanitary conditions in the shop, for instance.

Mr. REED. Did it have anything to do with the wage scale?

Mr. BRUNSON. Entirely; that was a very important phase.

Mr. REED. That was the major portion of your field?

Mr. BRUNSON. Yes, sir; wages, working conditions, and the adjustment of any matters that would come up under the existing agreements.

Mr. REED. What is your position now with the Federation of Labor?

Mr. BRUNSON. None whatever.

Mr. REED. Then, you severed all connection with them when you took up this work—is that the idea?

Mr. BRUNSON. Yes, sir. I had no connection with the American Federation of Labor direct. I was employed by a local group who furnished the funds for the payment of my salary, and no funds came from the American Federation of Labor.

Mr. REED. Am I correct in drawing the inference from your statement that you are an attorney at law?

Mr. BRUNSON. Yes, sir.

Mr. REED. For how many years have you been an attorney?

Mr. BRUNSON. Since 1917.

Mr. REED. Have you any connection with any legal firm in St. Louis?

Mr. BRUNSON. None.

Mr. REED. Or are you retained by any organization of any kind or character?

Mr. BRUNSON. None whatever. I have no employment except this with the Federal Board, and receive no remuneration from any other source.

Mr. REED. Now, this may be a little outside of the usual proposition, but sometime ago the soldiers at Walter Reed Hospital organ-

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ized some voluntary association to find employment for crippled men: Do you know anything about that organization?

Mr. BRUNSON. No, sir.

Mr. REED. I understand that they are entirely enthusiastic over the results that they are getting out there, but I did not know whether your department was cooperating with them, or not.

Mr. BRUNSON. No, sir; we have no independent cooperation. They may be in very close cooperation with our district No. 4 office in Baltimore, of which there is a branch office established here in Washington.

Mr. REED. They are forming these organizations in hospitals all around throughout the country, or they are forming little associations with a central organization here, and I did not know but what you might be cooperating with them. I understand that they are placing a great many crippled soldiers.

Mr. BRUNSON. Many of those organizations of which you speak, and that are springing up in various parts of the country in hospitals, are in touch with our district offices throughout the country. As to this particular one you refer to, I am not in a position to say whether, or not, they are in cooperation with us.

Mr. REED. So far as you know, there would be nothing in the policy of your office to prevent your cooperating with them, if they asked for it?

Mr. BRUNSON. Nothing whatsoever; we are cooperating with every organization or collection of individuals that we find the opportunity to cooperate with, and that will be of advantage to the soldiers.

Mr. REED. That brings me right down to this point: To be more specific, have you taken up this matter of securing employment for these trained men through the Manufacturers' Association?

Mr. BRUNSON. The matter has been laid before the Manufacturers' Association, at the very inception of the work, and some two or three times since we have called it to their attention, in what is known as miscellaneous No. 38, or that is the way we designate it. It was gotten out and sent to national association manufacturers.

Mr. REED. Are they cooperating with you?

Mr. BRUNSON. They are cooperating. As a result of the submission of this matter, particular concerns are cooperating, and we have received a great many letters expressing a desire to further cooperate with us.

Mr. REED. Just how are they cooperating?

Mr. BRUNSON. As an illustration, the General Electric Co. went to considerable expense to make a survey of their entire works to develop and show the possibilities for the employment of disabled men and their training, and they made that survey available to us without any cost to the Government or the board.

Mr. REED. That was in their own organization?

Mr. BRUNSON. Yes, sir.

Mr. REED. Have any other industries done that?

Mr. BRUNSON. There have been some others; yes, sir. For instance, the Goodyear Tire Co. Just offhand, I might not be able to mention with accuracy any more, but very nearly all the larger concerns have to some degree been more or less in cooperation.

Mr. REED. Have you taken it up with the chambers of commerce in towns of reasonable size throughout the country?

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Mr. BRUNSON. Yes, sir; that is taken up by our district offices. Through the district offices we are continually in touch with those chambers of commerce.

Mr. REED. Is the United States Chamber of Commerce assisting in this work in any way?

Mr. BRUNSON. They are. It was brought to their attention at the same time the National Manufacturers' Association received it, through miscellaneous No. 38.

Mr. REED. In what way does the United States Chamber of Commerce specifically cooperate with you?

Mr. BRUNSON. Specific cooperation would mean the results in terms of the number of men put into employment. As we have finished the training of such a very few men, it will not be possible for me to show in terms of employment how the cooperation is resulting. When I speak of the cooperation of all those big organizations, I mean of the spirit rather than——

Mr. REED (interposing). Has the United States Chamber of Commerce laid out any definite plan to help you when your soldiers are trained?

Mr. BRUNSON. Yes, sir; by forwarding their attitude to the various chambers of commerce.

Mr. REED. That are affiliated with them?

Mr. BRUNSON. Yes, sir.

Mr. REED. To what extent are fraternal orders cooperating with you?

Mr. BRUNSON. It is a matter of record, I assume, what the Elks have done.

Mr. REED. Yes; we have that in the record.

Mr. BRUNSON. And the Knights of Columbus. There have been offers by various organizations locally from time to time, which I would not be in a position to summarize here for you, so that I would——

Mr. REED (interposing). Could you make a brief statement which you could insert in the record, and which could be made up from your records, showing the cooperation of the various fraternal orders and the form of their cooperation? What I am getting at is this: Here is a lot of great social and fraternal agencies throughout the country, and if that word could be passed along to them, or some definite plan submitted to them, whereby they could cooperate, they might be very helpful.

Mr. BRUNSON. That word has been passed along, and we have been in touch with every fraternal and social organization, through the district offices principally, all over the country. The time for them to cooperate in the employment of men has not arrived, because we have trained but very few so far, and we have not felt the need for that, in view of the fact that no shortage of employment opportunities has been found.

Mr. REED. It is a matter of record here, of course, to what extent some of those organizations are cooperating, and I am not going into that——

Mr. BRUNSON. Answering you further, let me add that we have had a great surplus of opportunities for the employment of disabled men, and we could not in the next 10 years fill all the specific op-

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portunities, provided they continue to exist, that have been offered for the placement of disabled men.

Mr. REED. That is one thing that we wanted to know.

Mr. BRUNSON. We feel that to carry this further than we have, or to seek further cooperation with organizations, would not result in good, because we would be unable to deliver the goods, and we have felt that in the past.

Mr. REED. You are training quite a lot of men for agricultural purposes. Are you in touch with the National Grange, and are they offering their cooperation?

Mr. BRUNSON. Yes, sir.

Mr. REED. Are you in touch with any other farm organizations, national in character or State wide?

Mr. BRUNSON. We are in touch with some of the large farm organizations, such as the Yemasee farms down in South Carolina, and the National Farm Association, where we have the opportunity to place a good many men.

Mr. REED. How is the Federation of Labor cooperating?

Mr. BRUNSON. The cooperation of the Federation of Labor consists in the main of creating a receptive attitude on the part of its membership, and on the part of the rank and file, which in all organizations is sometimes more rank than file, creating the proper impression, and getting them educated. In other words, at the various conventions of the American Federation of Labor for the last two years their attitude of cooperation has been very clearly expressed. Their participation in obtaining the legislation expressed their attitude, and their cooperation is in line with that attitude. Cooperation for the purpose of acquiring specific opportunities you understand, must be from the craft organizations rather than from the American Federation of Labor, as the various affiliated organizations are autonomous.

Mr. REED. Have there been filed with you any specific objections to this service on the part of the American Federation of Labor?

Mr. BRUNSON. None whatever.

Mr. REED. I wish you would explain a little about the system of placement in what are known as the botanic gardens. We have had considerable testimony criticizing the work there.

Mr. BRUNSON. I assume that you refer to the Botanical Gardens in New York?

Mr. REED. Yes.

Mr. BRUNSON. Placement section arranges for the induction and training of men in the botanic gardens. That is the agency which handles training on the job in New York.

Mr. REED. What pay did those men get while working in the Botanic Gardens of New York?

Mr. BRUNSON. From the Botanic Gardens?

Mr. REED. Yes.

Mr. BRUNSON. There is not any arrangement for them to get any pay, and they do not get any that I know of.

Mr. REED. Have you been over there, or do you know something about the work done?

Mr. BRUNSON. I have not made a personal inspection of it. I confine myself more or less to policies, rather than to specific cases, unless they are called to my attention.

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Mr. REED. You say that those men were placed in the Botanic Gardens. What is the character of instruction they get there or what does it fit them for?

Mr. BRUNSON. I think landscape gardening is taught there, for one thing.

Mr. REED. It has been claimed here by people who have testified that men are sent out there who can not even speak the English language. It has been stated that such men are sent out there, and that the lectures given are completely over their heads, and that they could not understand the lectures. There has been quite a vigorous protest on the part of the others who could understand them that the value of the course to them was being destroyed by this conglomerate mixture of students; that is, of some who can benefit by it and of some who can not, because they are not sufficiently educated to take advantage of it. Do you know anything about that?

Mr. BRUNSON. I think that was true to some extent at one time.

Mr. REED. Do you know whether it is true now?

Mr. BRUNSON. The matter has been relieved considerably through follow-up, and I am informed that there has been a segregation of the cases.

Mr. REED. As I understand it, you are responsible for the situation, and I wanted to know to what extent it has been cleared up or what the situation is at the present time.

Mr. BRUNSON. The direct responsibility is upon the district vocational officer of that district. As I said before, I am concerned more directly with policies than with particular instances. However, I should say that a matter of that kind coming to my attention would be a matter for investigation.

Mr. REED. What is your policy with reference to the work in that Botanic Garden?

Mr. BRUNSON. Our policy there is, and always has been in placement training, to have a definite employment objective for every course.

Mr. REED. The claim has been made here in the testimony that those men in the Botanic Garden are farmed out to nurseries to do heavy manual labor. Do you know anything about that?

Mr. BRUNSON. I have no knowledge of any such action on the part of the district office there, and I should be glad to have specific information in regard to that.

Mr. REED. It is in the testimony here that they are farmed out to nurseries, where they work without pay, and many of those men entered very vigorous protests about it. Now, have you no knowledge about that?

Mr. BRUNSON. No protest has come to my attention.

Mr. REED. Do you know anything about the placement of men in some fountain-pen shops, or do you know anything about that situation at all?

Mr. BRUNSON. I do not know of any specific instance.

Mr. REED. Then, this central office or central board here in Washington is not in close touch with the placement work and how it is managed in those various institutions and places where those men are sent for training?

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Mr. BRUNSON. The office in Washington has not been able to keep in as close touch as it should be with its work as it is carried on in the districts.

Mr. REED. It seems to me that it is vital and highly desirable that the central board should know what is happening to the men after they are placed. Is there no direct point of contact or no responsibility on the part of those people to report to you here what is being done and what these men are being paid, or whether they are being farmed out and exploited?

Mr. BRUNSON. They report to the district vocational officer in New York in these cases, and likewise in other districts, and it comes into the central office as a matter of policy or matter of interest, which is handled at the central office by the chief of the division calling on the staff for special advice with regard to particular phases of it.

Mr. REED. Then, there is no special department in the central board at Washington to review those reports and find out what is actually being done at the district offices with reference to those men who are in training?

Mr. BRUNSON. We hope to have adequate supervision.

Mr. REED. But at the present time there is no such arrangement.

Mr. BRUNSON. There is an arrangement, but there is no personnel to carry it out. We have not been able to get men to adequately follow up the cases of the men in training.

Mr. REED. How much effort has been made to get more? It would strike me that any good business man with a rather small organization could study those reports and find out what is being done in places like the Botanical Gardens of New York, and many of those institutions.

Mr. BRUNSON. I think it is not possible to follow it through reports. I think there is only one way to do it, and that is through personal supervision.

Mr. REED. There should be both. Do you not think there should be both?

Mr. BRUNSON. Yes, sir; but the latter is far more important than the former, and the former is not adequate.

Mr. REED. How far is the follow-up work being carried on at this time by personal supervision?

Mr. BRUNSON. In the district offices, we have follow-up work ranging from twice a week to 30-day intervals, depending upon the character of the cases.

Mr. REED. But after the follow-up inspection is made, there is no one to check that follow-up work, except at the district offices.

Mr. BRUNSON. No one to systematically do it. I have five men whom I can intrust with the duty of covering the entire United States to see that the work in the districts is being properly done.

Mr. REED. Are you doing that?

Mr. BRUNSON. We are to the greatest extent possible.

Mr. REED. You say you have five men, and are authorized to get more if you can secure them?

Mr. BRUNSON. Yes, sir.

Mr. REED. But since this law has been in operation, or since you have been on the job, you have only been able to secure five men?

Mr. BRUNSON. I am speaking of five men of a type to whom I could entrust that work at the central office. I have that number.

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We have found it necessary to send those men out, although we need them in the central office, to the district offices to carry on the work there, rather than to retain them in the supervisory force at the central office.

Mr. REED. You referred to the type of men that you need to do this work, or the type of men whom you say you could trust to do this work. What should be their qualifications?

Mr. BRUNSON. In the first place, the man should have a conception of industrial relations. He should have as wide a knowledge as possible of the requirements of the trades and occupations in skilled lines. He should be a man who is big enough to assume a Government responsibility, and to differentiate between his personal feelings, his previous environment, if necessary, and his duty as such an officer. I think that, in general, those would be the qualifications.

Mr. REED. What salary do you pay men of that type for this work; those you have been able to secure?

Mr. BRUNSON. We are unable to pay more than $2,400. All the allowances made by Congress above that figure are filled.

Mr. REED. Is that the reason you can not secure more men for this work, because of this limit placed in the salary for these men?

Mr. BRUNSON. I should say that was the chief reason, and I do not know that I could add another.

Mr. REED. How many men do you figure you would have to have to do the work?

Mr. BRUNSON. Five hundred.

Mr. REED. You now have five?

Mr. BRUNSON. Do not let us confuse the statements. They may be confusing, the way I am giving them to you. We have approximately 200 men throughout the entire United States, connected with the district offices, whose principal functions are to look after men in placement training, or training on the job.

Mr. REED. We are talking about this particular type of which you only have five.

Mr. BRUNSON. I think the type that I described to you is the type that we need in the district as well as in the central office.

Mr. REED. You need, you say, 500 of that type?

Mr. BRUNSON. Five hundred.

Mr. REED. Who can not be obtained for $2,400 a year?

Mr. BRUNSON. They can not be obtained for $2,400 a year. For some of the details we can obtain some men for $2,400, but I think the statement is correct.

Mr. REED. What effort have you made to attract men to this service, of the type that you say you would like?

Mr. BRUNSON. We have been in almost constant communication with employment managers, and I am going to their meeting this month. We are looking for these men in very way that opportunity presents itself. We find that the men whom we want, the men who would be glad to come into the work, does not care to make the financial sacrifice that it is necessary for him to make in order to do it.

Mr. REED. What is the salary of these men that actually come in contact with the soldiers, these 200 men?

Mr. BRUNSON. Their salaries range from $1,800 to $3,500.

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Mr. REED. Of the 200?

Mr. BRUNSON. Of the 200. They cover the whole scale. May I give you something correct on it?

Mr. REED. Yes.

Mr. BRUNSON. We have six at $1,800, one at $1,900, one at $1,950, 21 at $2,000, 10 at $2,100, eight at $2,200, one at $2,300, 95 at $2,400, two at $2,496, 26 at $2,500, 13 at $2,750, 10 at $3,000, nine at $3,500.

Mr. REED. There seems to be no limit on the salary of these men under the law. You spoke about its being limited to $2,400 a year.

Mr. BRUNSON. The situation is this: We have 10 at $3,000. We can not have 11.

Mr. REED. How many men do you need at a salary above $2,400 in order to carry on this work.

Mr. BRUNSON. Out of an estimate of 500 we should have 300 of them above $2,400.

Mr. REED. How many have you now?

Mr. BRUNSON. Above $2,400?

Mr. REED. Yes.

Mr. BRUNSON. About 60.

Mr. REED. About 60?

Mr. BRUNSON. Yes.

Mr. REED. So that you will need 240 men at salaries exceeding $2,400 a year in order to obtain them?

Mr. BRUNSON. I should say that would be necessary.

Mr. REED. And the law does not permit you to get that 240?

Mr. BRUNSON. No, sir. Understand, this is only one phase of the work I am speaking of, and the limitations are taken up, of course, in the other lines.

Mr. REED. I understand. These 240 men would come in direct contact with the men, would they not, with the soldiers?

Mr. BRUNSON. Yes. Even that portion of this number who would act as supervisors from the central office would come more or less in direct contact with the soldiers.

Mr. REED. I wish to inquire were you in the service?

Mr. BRUNSON. No, sir.

Mr. REED. How old are you?

Mr. BRUNSON. Forty-four, 45 in June.

Mr. REED. You are a citizen of this country, are you?

Mr. BRUNSON. Yes, sir; born in South Carolina, on the Black River.

Mr. REED. What we want is the facts. I think the point was brought out here that you were a machinist.

Mr. BRUNSON. Yes, sir.

Mr. REED. Where did you serve as a machinist?

Mr. BRUNSON. Is your question intended to bring out all the places where I worked, or where I learned my trade?

Mr. REED. Yes.

Mr. BRUNSON. In Savannah, Ga., in the Plant System Railroad shops.

Mr. REED. Is that the only place where you worked as a machinist?

Mr. BRUNSON. No; I went from there to Waycross, Ga., and worked for the same system there about six months.

Mr. REED. And then from there?

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Mr. BRUNSON. From there to Fernandina, Fla., to work for the F. C. & P.

Mr. REED. When did you go to St. Louis?

Mr. BRUNSON. I went to St. Louis in December, 1896.

Mr. REED. In 1896?

Mr. BRUNSON. In 1906.

Mr. REED. You were admitted to the bar when?

Mr. BRUNSON. In July, 1917.

Mr. REED You are a college man, or did you study law in an office?

Mr. BRUNSON. I studied law at the Benton College of Law.

The CHAIRMAN. You made a statement a while ago that there has been no difficulty in placing the men that you had trained ready to work. Could we infer by that, that that is interpreted to mean a friendly attitude toward the disabled man, or is it a general situation that there is plenty of work to be obtained by whoever would want work? What is the interpretation?

Mr. BRUNSON. I think both are factors.

The CHAIRMAN. That there is a friendly attitude toward the trained, disabled man?

Mr. BRUNSON. A general friendly attitude, both on the part of employers, and on the part of workmen in the various industries.

The CHAIRMAN. In the early stages, when we were considering the feasibility of this legislation, there were voluntary offers coming from all sorts of industries and labor organizations, offering assistance, which would indicate that that might be due more especially to a friendly attitude and a desire to want to place these men. Another phase of it, though, that I wanted to bring out was whether, in your experience, there is an easy market to-day, so that anyone who really needs work could find it. That is another phase that does not quite belong to this investigation, but it is of importance to us to know.

Mr. BRUNSON. Employment in any skilled or semiskilled line is to-day easily obtainable by all who are competent to perform the requirements of the job.

The CHAIRMAN. Now, Mr. Brunson, this is a personal question, but what has been, and what is your attitude toward the man who is in training, as to putting him in the work for which he is trained; how sympathetic is it?

Mr. BRUNSON. You are speaking of me personally?

The CHAIRMAN. Yes; of you personally.

Mr. BRUNSON. I feel, personally, that most of us are inclined, or likely to be inclined to be too sympathetic; that we should look at this as an opportunity to equip the man for his entire future life, rather than to sympathize with him, or to acquiesce in many instances in what the man desires, because that is sympathy, and is not equipping him best for his future work.

The CHAIRMAN. That could be interpreted as a general attitude of your office, that there may be danger in being too sympathetic?

Mr. BRUNSON. I think that inclination is marked and is evidenced from the standing committee down.

The CHAIRMAN. Do you recall having ever said to anyone in connection with the New York office that there had been too much

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sympathy up there, and from now on there will be a more rigid administration of this part of the work?

Mr. BRUNSON. I never made any part of that statement, I am quite sure.

The CHAIRMAN. You may be excused.

(The witness was thereupon excused.)

TESTIMONY OF MR. HAROLD MOLTER, SUPERVISOR FOR THE BLIND, FEDERAL BOARD FOR VOCATIONAL EDUCATION, WASHINGTON, D. C.

The witness was duly sworn by the chairman.

The CHAIRMAN. Will you give your name and your present address?

Mr. MOLTER. My name is Harold Molter, 913 Jefferson Street NW.

The CHAIRMAN. Mr. Molter, what is your association with the rehabilitation work?

Mr. MOLTER. I am supervisor for the blind, and therefore responsible for the training, placement, and follow up, and also the investigation of the men who have been blinded in the service, or who have seriously defective eyesight, so much so that they are considered commercially blind.

The CHAIRMAN. Are you attached to the Washington office here?

Mr. MOLTER. I am in the central office.

The CHAIRMAN. How long have you been here?

Mr. MOLTER. In the central office?

The CHAIRMAN. Yes.

Mr. MOLTER. Since January 26.

The CHAIRMAN. What year?

Mr. MOLTER. This year.

The CHAIRMAN. What had you been doing before you came to the office here?

Mr. MOLTER. Before that time I was connected with the board as assistant to the supervisor for the board in Philadelphia, where the headquarters had been of the supervisor for the blind since, I believe, some time in October, 1918.

The CHAIRMAN. How long had you been assistant there?

Mr. MOLTER. Since June, 1919.

The CHAIRMAN. And what had been your work before that?

Mr. MOLTER. Before that I was a year at the United States Army Hospital No. 7.

The CHAIRMAN. Where is that?

Mr. MOLTER. In Baltimore, where blinded soldiers had been sent prior to their discharge, for such training as could be given them prior to their discharge.

The CHAIRMAN. How long were you in this hospital?

Mr. MOLTER. About 9 months.

The CHAIRMAN. What had you been doing before that?

Mr. MOLTER. Before that I was principal of the boys' school at the Perkins' Institution for the Blind, in Watertown, Mass., in charge of the training of the boys and young men in that institution.

The CHAIRMAN. Where were you educated, Mr. Molter?

Mr. MOLTER. At Columbia College and Adelphi College in Brooklyn. From the latter I received the degree of A. B., and I have taken some graduate work at Columbia University.

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The CHAIRMAN. When you say Columbia College, you do not mean the university, do you?

Mr. MOLTER. At Columbia College I received a part of my education.

The CHAIRMAN. Have you the figures, Mr. Molter—this is purely for the information of the committee, and does not especially touch on the investigation, but it will be a basis. Have you the figures indicating the number in the service that were crippled from the standpoint of eyesight? I do not mean made totally blind, of course, but I mean that are subjects of rehabilitation from this particular sort of injury.

Mr. MOLTER. Who would not be classed as blind cases, you mean?

The CHAIRMAN. No; including those, but taking in all that would fall under your administration?

Mr. MOLTER. It is very difficult to estimate, because when these men were discharged from the service very often the examination, as stated on the certificate for disability, would give an estimate of, let us say, 50 per cent disability, when it really ought to have been 90 per cent. In other words, it is difficult to tell from the records or files, the Army records, just what the condition of the man's eyesight is, but at the present time my estimate is that there are about 300 men at the present time whom we can regard as cases for the Supervisor for the Blind, for training.

The CHAIRMAN. The number that are totally blind is small, is it not?

Mr. MOLTER. Very small, less than 200, I should say, are totally blind.

The CHAIRMAN. The number of cases that are subject to treatment now is larger than it was supposed when the armistice was signed; that is, it is growing, is it not?

Mr. MOLTER. It is growing; yes.

The CHAIRMAN. So that your statement now might not be accurate in a year from now; there may be more, may there not?

Mr. MOLTER. Yes.

Mr. DALLINGER. Where is your home, Mr. Molter?

Mr. MOLTER. On Long Island, N. Y.; Hemstead, Long Island.

Mr. DALLINGER. You say you were at the Perkins Institution for the Blind?

Mr. MOLTER. I was there for four years.

Mr. DALLINGER. As a teacher?

Mr. MOLTER. As principal of the boys' department.

Mr. DALLINGER. Did you say there are about 200 men that are totally blind?

Mr. MOLTER. Yes.

Mr. DALLINGER. Who come under your charge?

Mr. MOLTER. At the present time there are 250, the difference being made up by those men who have seriously defective eyesight, and some of whom we consider border-line cases; that is, we are not sure whether they ought to be trained as blind men, or as seeing men.

Mr. DALLINGER. Did those men that are blind make their applications the same as the other men in their respective offices, Boston, New York, or Chicago?

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Mr. MOLTER. To a great extent. The cases have been referred to me through the district office, or to the central office, through the district office.

Mr. DALLINGER. In the cases of those men who were totally blind before their discharge from the hospital, was there not any other arrangement made by the board to get in touch with those men before they left the hospital?

Mr. MOLTER. I was going to say in regard to those men that there were, I believe, more than 125 who were regarded as cases for the supervisor for the blind, who were interviewed and surveyed by the supervisor for the blind and his assistant.

Mr. DALLINGER. Those men did not have to apply to the district office?

Mr. MOLTER. They did not.

Mr. DALLINGER. Their applications were all made out and ready to be signed at the time they got their discharge?

Mr. MOLTER. Yes, sir; they were.

Mr. DALLINGER. So that your Vocational Board took charge of them immediately upon their discharge from the hospital?

Mr. MOLTER. Yes, sir.

Mr. DALLINGER. But the other men, the other 175 border-line cases and men who were commercially blind, made their applications in the ordinary way?

Mr. MOLTER. They did. In some instances the Red Cross informed the Federal Board, and an investigation was made as a result of that.

Mr. DALLINGER. Has any complaint ever reached you from any of these 300 odd cases of blind men in regard to their treatment by any employees of the Federal Board, when they made their applications, or during their education?

Mr. MOLTER. I do not recall any at the present time.

Mr. DALLINGER. Has any complaint ever reached you in regard to undue delay in action upon their applications?

Mr. MOLTER. Not that I know of. I think the difficulty has been with the men who were entitled to receive $100 per month compensation, and that is practically all of our men, who are entitled to the $100 a month. In certain instances the adjustment was not made as rapidly as they hoped it would be after their discharge, and as a great many men who are in training are at the Red Cross Institute for the Blind at Baltimore——

Mr. DALLINGER. How many?

Mr. MOLTER. About 85 now—naturally there was a confusion in their minds between the functions of the Vocational Board and the organization responsible for the payment of compensation, and I believe that in certain cases there has been criticism made of the board when it was not justified. I mean by that, because men did not have their compensation immediately adjusted, because there was a representative of the board on the ground.

Mr. DALLINGER. As far as you know, has there been any delay in receiving training allowances from the Vocational Board after training has commenced?

Mr. MOLTER. I believe the checks have been paid promptly on the 1st and 15th. They have been paid through the office of the Supervisor for the Blind.

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Mr. DALLINGER. You say there are about 85 at Baltimore, and can you give us, roughly, the other places where these men are, in their order, and the number of men?

Mr. MOLTER. There are 120 men in training. Of that number, about 85 are in training at Baltimore. There is one man at the University of Cincinnati, taking a regular college course and combining that with his studies for a rabbinical career. There are two men in placement training in Colorado—Grand Junction. One man in Dubuque, Iowa, is becoming established in the drug business. We are assisting him by supplying him with a personal attendant. One man is in training at the American Museum of Natural History of New York, placement training. Another man has opened a store, under the supervision of the Federal Board, in Mount Vernon, Ill. Another man is doing similar work in Scranton, Pa. A third man is in Pittsburgh, with a manufacturing concern, and is learning the business. Another man is in Dallas, Tex., in placement training. Still another is in Meadville, Pa., receiving training in storekeeping. Another is in Newburyport, Mass. One man is receiving placement training in automobile tire repairing and vulcanizing in Chicago. Another is selling insurance and is being supplied with an attendant by the Federal Board.

There is a man at the American School of Osteopathy, in Kirksville, Mo.; two men at the Exchange Training School for the Blind, in Brooklyn, N. Y.; and another man at the Pierce Business School, I believe it is called, in Philadelphia; another at the Chicago College of Osteopathy; another receiving instruction at his home in connection with a correspondence course under the Alexander Hamilton Institute; another man is receiving instruction in his home in Lewiston, Me.; a man in Muskogee, Okla., who is receiving instruction at the school for the blind, and is supplied with a special companion instructor, as we call them; another man at the Y. M. C. A. Training College in Springfield, Mass.; one man in the Graduate School of Business Administration at Harvard; another man in training in Philadelphia, partly at the School for the Blind and partly at the Kirshbaum School of Languages; another man is being assisted in his training at the Naval Hospital in Chelsea; another man is being transferred now to the Public Health Hospital, a tubercular man who was formerly there and is receiving training; another man at the Merchants' and Bankers' School in New York City, being trained as a dictaphone operator; one other at the Cincinnati Conservatory of Music, who is receiving vocal and instrumental instruction and at the same time is doing some community song leading.

Mr. DALLINGER. Now, Mr. Molter, as I understand it, outside of the Red Cross School in Baltimore, all the other men that you have in training, each one of them, is in a different place and a different part of the country. Can you tell this committee how you can do any follow-up work under those circumstances—any effective follow-up work?

Mr. MOLTER. That is one of the big problems that is confronting us.

Mr. DALLINGER. There are plenty of schools for the blind, are there not, or a number of them, I mean, well established schools?

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The Perkins Institute for the Blind is a very large institution, is it not?

Mr. MOLTER. It is one of the largest in the country.

Mr. DALLINGER. Why is it that your board does not avail itself of these institutions to a greater extent?

Mr. MOLTER. Because the institutions are primarily for children and most of them have rules which do not permit the admission of adults in the school.

Mr. DALLINGER. Do not any of them have any adult department?

Mr. MOLTER. Some of them do, but the training which is given in these departments is primarily chair caning, weaving, basketry, and such occupations, with the exception of music and piano tuning, which our boys who have been discharged from the service do not want to learn.

Mr. DALLINGER. Are you acquainted with the School for the Blind at Columbus, Ohio?

Mr. MOLTER. I have visited there once.

Mr. DALLINGER. Do they not have a course for adults?

Mr. MOLTER. I do not think so.

Mr. DALLINGER. Do you not know positively?

Mr. MOLTER. I am pretty sure they do not.

Mr. DALLINGER. Do you not think it is rather important for your board to know whether there are institutions in the country already in operation where adult blind people are trained? Do you know about the school at Louisville, Ky.?

Mr. MOLTER. I do not believe they have adult training.

Mr. DALLINGER. You do not believe it. Have you been there to put this matter up to the President?

Mr. MOLTER. I have not been there personally.

Mr. DALLINGER. It might be possible at some of these institutions to change a rigid rule when this matter of disabled soldiers is brought to their attention; is not that true?

Mr. MOLTER. There is no school in the country, Mr. Dallinger, equipped like the Red Cross Institute for the Blind, for fundamental training, as we call it, or prevocational training, and we would prefer to bring a man from California to the Red Cross Institute for the Blind rather than to send him to an institution for the blind where practically in most cases children are accepted.

Mr. DALLINGER. Mr. Molter, it is a fact, is it not, that all of the educational institutions of the country had to alter and change to a greater or lesser extent their organizations in order to meet this problem of training the crippled soldiers?

Mr. MOLTER. It is.

Mr. DALLINGER. Would it not be possible for some of these schools for the blind, located somewhere near these boys' homes, to adapt themselves to take some of these cases, so that all the boys would not have to be sent to Baltimore from all over the country?

Mr. MOLTER. It would, Mr. Dallinger, but from my experience in work with the blind and in work with these boys, I do not think they would be satisfied or happy to go to a school for the blind, not because they can not furnish the instruction, but because, in the first place, of the peculiar nature of their handicap, and because they are young men and do not want to be associated either with children

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or with older men, and if you do find an institution for the instruction of the adult blind in connection with a school for the blind, you will find there either middle-aged men, or men who have not been able to be successful in other pursuits, and they are for that reason studying chair caning and broom making and similar work, which, as I said, our boys do not want to study.

Mr. DALLINGER. Right in that connection, was your experience before you came with the board with the adult blind or juvenile blind?

Mr. MOLTER. It included boys and young men from the ages of 6 to 21.

Mr. DALLINGER. How large a proportion were over 15—of the men that you came in contact with?

Mr. MOLTER. I should say about 25 per cent.

Mr. DALLINGER. So that you would say about 25 per cent of the men you had to do with in your past experience were young men rather than boys, is that right?

Mr. MOLTER. Yes.

Mr. DALLINGER. Who is the vocational adviser representing the Vocational Board at the Red Cross school at Baltimore?

Mr. MOLTER. Harry C. Hartman.

Mr. DALLINGER. What was his previous experience, do you know?

Mr. MOLTER. He had been a graduate of the school for the blind in Philadelphia. He is himself totally blind, and has had three years of work at Haverford College.

Mr. DALLINGER. Had he chosen his own vocation before he was employed by the board?

Mr. MOLTER. He had not. He had been trained as a piano tuner, however, while he was at the school for the blind at Overbrook or Philadelphia. After three years at Haverford College, he went to the United States Army Hospital No. 2, and was connected there with the educational department as an assistant in the work for the blinded soldiers who were receiving treatment there. In September, 1919, because of his good work there and the recommendation of the educational director at Hospital No. 2, he was taken into the services of the Federal Board, not only because of his good work there, but because he is a young man who has met very successfully many of the handicaps (and overcome them) that the blind do meet. He is, in the estimation of the board, and those with whom he has come in contact, a very exceptional young man. He has had the experience of coaching two college glee clubs. At the present time, I believe, he is coach of the Johns Hopkins University Glee Club.

Mr. DALLINGER. Do you know a man named Burritt?

Mr. MOLTER. I do.

Mr. DALLINGER. Is he now connected with the Federal board?

Mr. MOLTER. Mr. Burritt is now acting in the capacity of a consultant to the board in the work for the blind.

Mr. DALLINGER. Do you know what his salary from the board is?

Mr. MOLTER. At the present time, I believe, he is receiving $10 per day for his services, and that these services are not to exceed 10 days in one month.

Mr. DALLINGER. Is he doing some other work of his own?

Mr. MOLTER. Mr. Burritt is the principal of the school for the blind in Philadelphia.

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Mr. DALLINGER. Do you know what his salary in that position is?

Mr. MOLTER. I do not.

Mr. DALLINGER. What kind of a school is that—an adult school or a juvenile school?

Mr. MOLTER. It is a school for children—a juvenile school. In connection with a number of the schools for the blind in the country, however, the schools are responsible—or feel responsible—for placing the graduates; and in connection with the Philadelphia school for the blind there is a field worker, who tries to place all of the graduates, and he at the present time is used for part time work with the Federal board.

Mr. DALLINGER. So this Mr. Burritt is receiving two salaries—one as the head of this children's school for the blind in Philadelphia, and also as a consultant advisor of the Vocational Board?

Mr. MOLTER. As I understand it.

Mr. DALLINGER. Have you heard of any complaint from the Red Cross Institute for the Blind at Baltimore to the effect that the Federal board has interfered with its plans for treating crippled soldiers?

Mr. MOLTER. I read a letter in the New York Evening Post recently which, I understand, was written by Dr. Boardley, who was one of the directors of the Red Cross Institute for the Blind; but the director—the managing director—of the Red Cross Institute for the Blind in Baltimore, with whom I have been dealing more directly, Mr. L. W. Wallace, has not complained about——

Mr. DALLINGER. Just what connection has this Col. Boardley with the school?

Mr. MOLTER. Col. Boardley was formerly the representative of the Surgeon General and therefore responsible for the Surgeon General's program of reconstruction in the blind cases. He was also at the time the director of the Red Cross Institute for the Blind, which, as I understand, was a branch of the American Red Cross.

Mr. DALLINGER. Was Col. Boardley in position to know what he was talking about?

Mr. MOLTER. As far as I know, Col. Boardley had not had any experience in dealing with the education of the blind, with the exception of his contact with the work in treating blind people, because, as I understand, he is an eye specialist.

Mr. DALLINGER. So you would say that the criticism that Col. Boardley makes as to the unfortunate interference of the Federal board with the Red Cross Institute at Baltimore was unfounded, and that everything was going along all right there, so far as you know?

Mr. MOLTER. Yes, sir. In fact, recently there was a conference between the heads of the departments of the Red Cross Institute for the Blind and those who are associated in the work for the blind with the Federal board.

Mr. DALLINGER. You say there are about 85 men at the Red Cross Institute in Baltimore at the present time?

Mr. MOLTER. About that number.

Mr. DALLINGER. What is their full capacity? How many more men, how many more disabled soldiers could they take care of?

Mr. MOLTER. They could take care of all of the men we can send there.

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Mr. DALLINGER. I understood you to say a few minutes ago that there were about 125 men in training, of whom 85 were at the Red Cross Institute in Baltimore.

Mr. MOLTER. Yes, sir.

Mr. DALLINGER. Where are the other 175 men?

Mr. MOLTER. They are scattered throughout the country. Some of them——

Mr. DALLINGER. Those that you read to me a minute ago were about 125.

Mr. MOLTER. Yes, sir.

Mr. DALLINGER. I am asking where are the 175 who have been approved for training and who are not in training?

Mr. MOLTER. There are 251—125 in training, which leaves approximately 125 who are not.

Mr. DALLINGER. I thought you said there were about 300 men totally blind, or commercially blind.

Mr. MOLTER. We have established contact with 251, of which my estimate is that there are——

Mr. DALLINGER. You have established contact with 300?

Mr. MOLTER. With 251.

Mr. DALLINGER. We have accounted for 125 as being in training.

Mr. MOLTER. Yes, sir.

Mr. DALLINGER. That leaves 175, does it not?

Mr. MOLTER. When I said 300 I meant that my estimate is that in the country there are 300 men who I shall consider will ultimately be our cases. At the present time I have a record of 251 men who are registered on my list.

Mr. DALLINGER. Then about half of them are in training?

Mr. MOLTER. About half are in training.

Mr. DALLINGER. Why are not the other half in training?

Mr. MOLTER. Some of the men are receiving treatment and are not ready for training.

Mr. DALLINGER. You mean there are some in the hospital under the jurisdiction of the Public Health Service?

Mr. MOLTER. Yes, sir.

Mr. DALLINGER. How many of that 125?

Mr. MOLTER. I should say about 10.

Mr. DALLINGER. That leaves 115?

Mr. MOLTER. Yes, sir.

Mr. DALLINGER. Where are the other 115 that have been approved for training and are not in training?

Mr. MOLTER. Some of them are in their homes. They refused training.

Mr. DALLINGER. How many of the 115 absolutely declined to be trained by the Vocational Board?

Mr. MOLTER. About 60.

Mr. DALLINGER. About 60?

Mr. MOLTER. Yes; either have refused or have deferred their training.

Mr. DALLINGER. And you have letters to show that in the files?

Mr. MOLTER. Yes, sir.

Mr. DALLINGER. That leaves 45 of them unaccounted for. What about the 45? Why are they not in training?

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Mr. MOLTER. May I refer to my papers?

Mr. DALLINGER. Certainly.

Mr. MOLTER. There a number of men in this group who have a little sight. As I said, they have seriously defective eyesight, but they think they can see, but they can not see enough to be successful in a vocation. They refuse to consider training until their eyes have been properly treated, and although examinations have been made, they insist that they will have more examinations and more treatment. They are in a sense more difficult to handle than the cases of men who are totally blind. My estimate is that there are about 25 of those cases.

Mr. DALLINGER. Now, just what is their status? I did not quite get it. You spoke of the fact that there were a certain number that refused training.

Mr. MOLTER. Yes, sir.

Mr. DALLINGER. That is plainly understood, they simply said they will not have it, and others of them are in the hospital?

Mr. MOLTER. Yes, sir.

Mr. DALLINGER. And, therefore, are not under your jurisdiction?

Mr. MOLTER. Yes, sir.

Mr. DALLINGER. But these men you are now talking about, these 25 boys—what is their status? Have they made application for training?

Mr. MOLTER. Some of them are employed, but not satisfactorily employed. In other words, their former employers have offered to take them back, and they have gone back, and they are doing some little job, but they are not successful in it, and the employer is simply taking them on in a sense as pensioners, you might call it.

Mr. DALLINGER. As I understand it, the only school you have got where you send these men is the one in Baltimore, and whatever other men make applications, and whose applications are approved, you wouuld probably send there?

Mr. MOLTER. That is our aim, to send every man to Baltimore.

Mr. DALLINGER. Why are those men taught at Baltimore? What kind of courses do they take?

Mr. MOLTER. We aim to send each man there for a course of at least three months of what we call prevocational training. We consider it a period of partial readjustment, which includes reading and writing and typewriting, to enable a man to correspond with his associates, mainly training in hand training, because a man must use his hands in place of his eyes, and therefore we teach them chair caning, basketry, and broom making, and such work, for the purpose of hand training. We also teach common branches, such as English and arithmetic, wherever they are needed. There is also recreational training which we consider very important in the matter of readjustment, dancing, music, instrumental music, and vocal music simply for the purpose of readjustment.

Mr. DALLINGER. Then, after those three months of prevocational training, what do you do then?

Mr. MOLTER. After that we offer them vocational training either in storekeeping—and there is a model store on the ground of the Red Cross Institute where the men have practical training—if a man is able to do the work, dictaphone operating; if he has the foundation for it; poultry and animal husbandry and dairying, and vocal

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instruction, professional instruction, if his voice warrants it, or instrumental instruction. There is an experiment being carried on there in automobile tire repairing and vulcanizing, but we have not come to the conclusion that it is a feasible occupation for those who are totally blind. It is very difficult to find definite vocations for the average blind man.

Mr. DALLINGER. Is music one of the best for those who have a taste for it?

Mr. MOLTER. They can be trained.

Mr. DALLINGER. It is the most easily learned?

Mr. MOLTER. Yes.

Mr. DALLINGER. For instance, a man who has a taste for music can be taught to play on the violin and be frequently as successful as a person who has his eyesight?

Mr. MOLTER. Well, the question arises as to the attitude of the public, and while the public is very sympathetic, and gives promises of aid, when you confront a man and say, "Will you give this man this job," he can not often be convinced.

Mr. DALLINGER. How would the public know whether a man in a large orchestra was blind or not?

Mr. MOLTER. I mean the employer of that man.

Mr. DALLINGER. Why would the employer hesitate, if a man was a perfectly good violinist, in a large orchestra?

Mr. MOLTER. A violinist must often read off notes which are placed before him.

Mr. DALLINGER. You mean quickly?

Mr. MOLTER. Quickly.

Mr. DALLINGER. He would not have a chance to learn it?

Mr. MOLTER. For instance, if he is playing in a hotel, somebody may request a certain number and the violinist has to read the notes if he has not memorized them.

Mr. DALLINGER. Do you know anything about a soldier named Frederick Shiller?

Mr. MOLTER. He is in training at the Red Cross Institute for the Blind.

Mr. DALLINGER. Were you connected with the board when he first made application or wat first discharged from the Army?

Mr. MOLTER. The case was brought to my attention in January.

Mr. DALLINGER. Of this year?

Mr. MOLTER. Of this year.

Mr. DALLINGER. That is the first you ever knew about it?

Mr. MOLTER. That is the first I knew about it.

Mr. DALLINGER. You do not know from your knowledge whether it is a fact that for six months after his discharge has was neglected?

Mr. MOLTER. I have seen correspondence which showed that the case had been brought to the attention of the Federal board.

Mr. DALLINGER. Have any of the men that went to the Red Cross Institute, at Baltimore, been placed in positions, or is it too early for that?

Mr. MOLTER. It is too early to say anything definite.

Mr. DALLINGER. Do you know how long ago men have been sent there—disabled soldiers—by the Vocational Board?

Mr. MOLTER. Most of the men were discharged from Hospital No. 7 in May—May 22 and 23. At that time the Red Cross Institute

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for the Blind took over the plant, and the men have been sent there since that time.

Mr. DALLINGER. So that has been about a year. You mean in May, 1919?

Mr. MOLTER. A number of them; yes.

Mr. DALLINGER. That is, those who have been there longest have been there about a year?

Mr. MOLTER. They have been there about a year.

Mr. DALLINGER. Are you familiar, Mr. Molter, with the way the problem of the blind has been met by Canada, England, France, and the other countries? Have you made any study of it?

Mr. MOLTER. I have done some reading; yes.

Mr. DALLINGER. Do you know what the general policy has been, say, in Canada?

Mr. MOLTER. I know that there is an organization in Canada—the National Institute for the Blind. I know the man who is in charge of the work there, and something about the work which they are doing, and, of course, I know about St. Dunstan's. I have read about the schools in France and in Italy.

Mr. DALLINGER. Do you have a number of schools in those countries, or just one school?

Mr. MOLTER. In France there are several schools.

Mr. DALLINGER. Government schools?

Mr. MOLTER. Some of them are government schools, and some of them are not. In Canada I believe the work is centralized under the National Institute for the Blind. In England, of course, it is at St. Dunstan's.

Mr. DALLINGER. So far as you know, Mr. Molter, at the present time, whatever it may have been in the past, there is no delay in prompt action by the board on applications for training from soldiers who are blind or partially blind?

Mr. MOLTER. There is none. As I said, we have 251 cases. We have established contact with 250. The other one probably we have established contact with now, because we have a representative traveling through the South now personally visiting the homes, and it is our aim to visit each home and to educate the family as well as the man, because that is one of the most important of our activities.

Mr. DALLINGER In your opinion, all the soldiers who are suffering from total blindness, or what you call commercial blindness, which gives them a vocational handicap, are being promptly taken care of?

Mr. MOLTER. They are.

Mr. DALLINGER. And the only cases where the men are not actually in training are where they are in the hospital, or where they refuse training, or where they have not quite decided?

Mr. MOLTER. Yes, sir.

Mr. DALLINGER. I think that is all.

The CHAIRMAN. Mr. Molter, before we excuse you, comparatively speaking, is this work more expensive than any other rehabilitation work?

Mr. MOLTER. I consider it more expensive.

The CHAIRMAN. I should think so, having so widely scattered activities all over the country. I wondered just how much follow-up, or how much associate work you can do with one person away off at one point and another away off at another point.

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Mr. MOLTER. That is one of our hard problems. We try to solve it in this way, by using the existing institutions for the blind in the country as assistants in the investigation and subsequent follow-up work. That is where we believe the existing institutions can function.

The CHAIRMAN. Is there any let up of the work because of the expense, or are you going to——

Mr. MOLTER. There is not. We are going ahead and doing it.

Mr. DALLINGER. Mr. Molter, will you give us your opinion as to whether or not the United States of America, through the Vocational Board, is doing as much for the blind soldiers as any of the other countries?

Mr. MOLTER. It is my opinion that it is doing as much, if not more, for the blind soldiers.

The CHAIRMAN. You are excused, Mr. Molter.

(The witness was thereupon excused.)

(Whereupon a recess was taken until 2 o'clock p. m.)

AFTER RECESS.

The committee reassembled at 2 o'clock p. m., pursuant to recess, Hon. Horace M. Towner presiding.

Mr. TOWNER. The committee will be in order. Col. Evans, you may take the stand.

STATEMENT OF DR. HORACE MARTIN EVANS, SENIOR SURGEON, UNITED STATES PUBLIC HEALTH SERVICE.

The witness was sworn by Mr. Towner.

Mr. TOWNER. What is your full name, Colonel?

Dr. EVANS. Horace Martin Evans.

Mr. TOWNER. And what is your rank?

Dr. EVANS. Lieutenant colonel—or now senior surgeon in the Public Health Service.

Mr. TOWNER. You are detailed for work at the central office of the Vocational Board?

Dr. EVANS. The Federal Board for Vocational Education; yes, sir.

Mr. TOWNER. Of course your work is exclusively with the rehabilitation part of that service?

Dr. EVANS. Yes, sir.

Mr. TOWNER. In a succinct manner state what the nature of your duties with the board are.

Dr. EVANS. I have only been with the board since February 1st, and am detailed as medical officer in vocational training. As such officer I am to assist in finding out the work in Public Health hospitals and in other institutions, such as private sanatoria; and also to assist in installing the work. There is a committee of three that have it in charge and I am the representative of the medical side of that work.

Mr. TOWNER. Who are the other members?

Dr. EVANS. Capt. Smith is in the training section and there is another man—Mr. Taylor from the placement section.

Mr. TOWNER. Do you have anything to do with determining when a man shall be discharged from the service and placed in vocational training?

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Dr. EVANS. No, sir.

Mr. TOWNER. That is done exclusively by the officers in the hospitals?

Dr. EVANS. Yes, sir.

Mr. TOWNER. Do you have anything to do with the placing back in the hospitals of the soldiers that have been placed in training but whose training has been discontinued because of their disability?

Dr. EVANS. No, sir; my function is to plan for the training and the personnel in these institutions, and to supervise the work.

Mr. TOWNER. I am coming to that in a minute. Your work, then, is exclusively limited to the vocational work that is possible as part of the treatment in the hospitals before the discharge of the soldier?

Dr. EVANS. Hardly, sir. The treatment is divided into two portions. The Public Health have charge of the occupational therapy, and that part of it that is of a nature of treatment, and we come in under the Federal Board and take charge of the man after he is sufficiently convalescent to take up some prevocational work or vocational work. It is, however, absolutely impossible to make a definite line of distinction between occupational therapy and vocational, because vocational may have therapeutic value.

Mr. TOWNER. Yes; I understand.

Dr. EVANS. It may be the best thing that could be done.

Mr. TOWNER. Just as the occupation may be part of the treatment of the soldier?

Dr. EVANS. Yes, sir.

Mr. TOWNER. Then you really try to take charge of the soldier, or see that he is taken charge of, as soon as the treatment of the soldier primarily, because he is sick or disabled, is done?

Dr. EVANS. Yes, sir.

Mr. TOWNER. Is this work carried on in the various hospitals by men in the service, by surgeons who are in the service?

Dr. EVANS. Not by surgeons, sir. The work is planned in this manner: We have authority to go into any public health office and make a survey in conjunction with the medical officer in charge or his representative, and if there are those men there who are physically able to undertake some prevocational training, those men are gotten together and they are surveyed and the work then is inaugurated under the direction of an educational director who is an educator and not a physician; and he is assisted by teachers, if possible those who have had Army experience in teaching disabled men.

Mr. TOWNER. Ordinarily does this prevocational training have any connection with the vocational training that is to follow?

Dr. EVANS. It is designed to do that, sir; but there are certain things that are fundamental to all successful vocations, and as you know, perhaps, a large percentage of these men need fundamental work—I mean 25 per cent, perchance, are relatively illiterate; 75 per cent have less than a high school education, and for any successful vocation they should have work in a preparatory way.

Mr. TOWNER. That is carried on in the hospitals before they are finally discharged from it, sometimes?

Dr. EVANS. That is our purpose, sir; when a man is capable of going to the schoolroom by the permission of the medical officer, to

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utilize his time in this fundamental preparation, or if he does not need that, more purposeful vocational work is given. But the large part of the work would be preparatory.

Mr. TOWNER. Do you have anything to do with manual training at all in this prevocational work?

Dr. EVANS. As it is so understood in high schools and others; yes, sir. There are certain hospitals that will be equipped for a limited amount of manual training work. It is not feasible to attempt to equip each hospital, but if we find a man in one hospital who has developed a particular tendency toward some manual training line, we can transfer him to a place where equipment and opportunities are furnished.

Mr. TOWNER. What is done, if anything, toward what is generally called "building up the system," strengthening the whole physique and resistive capacity of the men?

Dr. EVANS. That would come primarily under the medical jurisdiction. However, in most hospitals there is attention given to the physical training, but it does not come primarily under our direction.

Mr. TOWNER. What is the condition of these men with regard to hygienic habits and what is done, if anything, to remedy and establish better conditions in that regard?

Dr. EVANS. I did not get one word there—hygienic habits?

Mr. TOWNER. Yes.

Dr. EVANS. The purpose of this effort to occupy their time is to prevent the degeneracy that absolutely follows indolence, and we find that as long as these men are occupied by the teacher in something that is purposeful, certainly during all that time the tendency is in the right direction, and during the time they are in any preparation for a succeeding lesson, they are properly occupied, and by adjusting the work to meet the physical condition of the man, much of their time can be absolutely controlled by this prevocational training. And it is the greatest aid in morale that the institution can have.

Mr. TOWNER. I agree with you, but I wanted to include in that such matters as personal cleanliness, care of the teeth and eyes, and habits of bathing and other habits of that character. What is your observation and what is done to improve conditions in that regard?

Dr. EVANS. This would not come primarily under the jurisdiction of the line of work that I am doing, but my observation is that these men are taught by the hospital authorities and those in direct charge of them physically as to the care of their body in every way, and its relation to their recovery.

Mr. TOWNER. What is your observation as to the response that the men make with regard to those matters?

Dr. EVANS. During the time of the war I think the morale of the men was absolutely all that one could expect, and they did everything to further their physical interests, and so on. I believe that after the armistice there was a general relaxation, and now it is my observation that they must be instructed about these things and have their attention called to it. In other words, they do not seem to be just quite so alert toward their physical condition as they were before.

Mr. TOWNER. For instance, a surgeon who served during the war in one of the large cantonments told me that it was a surprise and a

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great disappointment to him to note the number of young men that came into the service without any health habits, and that it was quite difficult to make them see the necessity of it. I was wondering what was the condition when they had been or were about to be discharged from the service?

Dr. EVANS. Well, in the Army hospitals the reconstruction division—as I was chief of that division for seven months—they had a physical director and it was his business to give exercises to those who needed it, and this was done largely under the direction of the department of physiotherapy as a part of their treatment. Then, of course, they engaged in games. Now, there is some of that work done in the hospitals now, but it does not come under the direction or the section with which I have any special relationship.

Mr. TOWNER. Do you come in personal contact with the men at all, Colonel?

Dr. EVANS. Only as I go out initially to survey the place in order to find space and facilities; and then subsequently if I go to inspect the work, to see how they are getting on. In those relations I come in contact with the men.

Mr. TOWNER. I presume you agree with others that one of the most difficult classes of disability is the tubercular patient, the mental patient, and those suffering from epilepsy and diseases of that kind?

Dr. EVANS. You have used there three types. There is a difference, in my judgment, as to the different types you have mentioned.

Mr. TOWNER. We would be glad to have you——

Dr. EVANS (interposing). I would say, sir, that the epileptics present perhaps the hardest problem in rehabilitation; then the mental cases other than epileptics come next. The tuberculous individual does not present such a hard problem, other than that he may die from tuberculosis; but so far as rehabilitating this man, if his resistance is sufficient to overcome the disease, that problem is not so difficult.

Mr. TOWNER. Do you not find, and have you not learned from observation and reports from others, that the tubercular patient is very often apt to become very much despondent and disheartened and not inclined to take an active interest in his work?

Dr. EVANS. That is true, sir; and there is an element of psychosis in most of those cases. In other words, you have to treat the mind as well as the body, in a sense.

Mr. TOWNER. I presume members of the committee as well as others receive a great many letters from men from various parts of the country. I have here a letter from a soldier boy who is now in Denver. He is a tubercular patient and this is an extract from his long letter:

I went to Albuquerque, N. Mex., after I was discharged, to escape the severe weather in the winter, and while there I worked half a day for the United States Public Health Service. I was in charge of the office for the State supervisors, so I had an opportunity to get a good view of the situation. My boss being a doctor, left everything possible for my attention, and so what I say is the real truth. We had soldiers from all parts of the country land in Albuquerque without a cent and with active tuberculosis. They had put in claims for compensation but had not received a cent. They had spent all that they had and all that they could borrow, and most of them were Bolshevists. They can not be blamed. After a year in the hospital these men do not want more hospitalization. Hospitalization is very depressing for the fellow that is

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able to be up and around, and to all appearances is perfectly healthy. What he needs is a sufficient pension so that he can rest for four or five years without any worry, and he will get well. It is not fair to discharge us lungers from the hospital and give us a stipend to live on. The doctors tell you that you can not work; they tell you that you must stay in this already overloaded section of the country. Isn't this social and economic isolation, together with the physical disability, worth something to the ex-service man? I think it is, and the only way for us to have 100 per cent Americanization throughout this country is to take care of the fellows who need and deserve it. I feel that you are in a position to realize that what I say is true.

I could write you pages of grief that I encountered while with the Public Health Service; of the dying men absolutely neglected and nothing being done. This can and will be remedied by the passing of legislation advocated by the legion.

What I wanted particularly to call your attention to was what impression you would derive from the mental attitude of this soldier. He seems to think that what these tubercular patients need is rest for four or five years, and that if they had a chance for this, with enough to support them, they would get well. What would be your impression with regard to that?

Dr. EVANS. In regard to that particular letter, I know nothing about the conditions in that hospital, as I have not visited that one. I have a very strong reaction, sir, about something that I hope to present to this committee along the line of what that soldier has mentioned, but it is not from the standpoint of wanting a longer or larger period of remuneration; but it is this—and I think that when I express my view you will see how it is applicable to this case.

I have just been through about nine different States in the past month, and I find that in every community there are a number of men who are not suitable for hospital care and should not be in their homes. As an illustration, in South Bend I found 16 mild mental cases. Six of them had attempted to hold a position but were not able to because of the effect it had upon them.

At Evansville I found 34, mostly arrested tuberculous cases but not sufficiently recovered to take any position.

At Chattanooga, Tenn., I found 22 of a similar type. And it occurs to me that, not in criticism of the Public Health or the Federal board or the War Risk either—because I only inquired for those men who are now drawing compensation from the War Risk Bureau—but there is not yet in the program any place devised or arranged to care for these thousands of men that I believe all medical authorities would agree would be better off, not in a hospital and not in a home, unless intimately supervised by medical men—given medical attention.

Mr. TOWNER. Let me interrupt you there, Colonel. Do you mean that to apply to the mentally affected?

Dr. EVANS. I do, sir; both mentally and tuberculous.

Mr. TOWNER. You would include both of them?

Dr. EVANS. These South Bend were mental cases. There are three or four or five mental cases at each of the other groups. I mean by that that those men are not—I will take the mental cases first. Those men are in such a condition that it is not wise to keep them in a hospital. The effect is depressing upon them, and they should be grouped where they can have proper direction from a medical standpoint, and also proper direction toward their rehabilitation. Now, these are drawing compensation from the War Risk; they are en-

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titled to class 3 training under the Federal board, but there is no way provided yet to group them so that they can avail themselves of that training.

Mr. TOWNER. How can they be placed in condition so they can be placed in training?

Dr. EVANS. They can not do it against their will. There is no way to force them, but if there was a provision made where these men could be placed, not as a hospital but as an institution where these things could be provided for them in the way of care and education, it would salvage as large a per cent as is possible to salvage of them.

Now, what I have said about the mental cases is true of the cases of tuberculosis—and I do not make this statement because any agency that is now acting is not meeting the requirements, but there must be something done beyond what is contemplated.

Mr. TOWNER. That is a very important recommendation, Doctor, and I would like to have you go more particularly into the matter in this regard. You say that they ought to be placed in some kind of an institution which should not be considered as a hospital, and yet where they could receive this proper care and treatment. For instance, would it be advisable to arrange for some central institution to which they could all be sent?

Dr. EVANS. I do not think, sir, that any one central institution could meet it. I think there must be many central institutions.

The next thing to this that we are planning is to group these men into the soldiers' homes, but there is an element in that that does not appeal as it should.

Mr. TOWNER. What about fixing up these unused cantonments that are about the country?

Dr. EVANS. I am familiar with most of the base hospitals, as I had to visit them while in the service, and at the present time it is very likely that they are in such a degree of deterioration from disuse that there would perhaps be only one or two of them that would be feasible. Might I illustrate what I mean by what I am saying, because I am certainly interested in this for the sake of the men?

Mr. TOWNER. We would be very glad to have you.

Dr. EVANS. I feel that—well, to refer to the figures that I can not vouch for the facts, because I have not access to the records, but I understand there were about 641,000 men discharged for disability; about 77,000 mild mental cases discharged; about 64,000 tuberculous cases discharged, and in our hospitals and institutions to-day we do not account for more than one-fourth of that number.

Dr. EVANS. I am taking these statistics as having been given to me; 641,000 total for disability of some kind; 77,000 mild mental cases; 64,000 tuberculous cases. Assuming that many of these have recovered, there still is out in the world somewhere the difference between those that are recovered and about 14,000 that are in the Public Health hospitals and the Bureau of War Risk—I haven't the latest figures.

So there is a vast number in each community of a type that the Public Health, under the present arrangement in a hospital, should not have, because it is not the best place for the man; the Federal board can not educate them because they are not in a position to take advantage of the class 3 training, which provides their tuition, books,

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etc., but nothing for their keep. They are not in a physical condition to take class 2 training, because they could not go to an institution—should not be sent to one to mingle with the normal individuals.

So it occurs to me that there should be in many States provision made for the fundamental education of the tuberculous in one group, the mild mental cases in the other, of that type of education that no institution in America is yet prepared to give them, because they can not be grouped with the average student. You take a man 22 years old and put him in the fourth grade in the public school, and he either disrupts the school or becomes discouraged. And I don't believe that we have yet met this particular phase of the work of reconstruction.

Mr. TOWNER. That is a very interesting suggestion, Colonel. Do you believe that it would be necessary to erect separate hospitals or institutions; or could they be obtained and perhaps leased for a few years while necessary?

Dr. EVANS. I think that they might be obtained or leased. I can say to you—I can give you the program that we are attempting under the soldiers' home proposition, and I will give you the reaction toward it. There are 10 of those homes with about 6,000 vacant beds. We have arranged with Gen. Wood whereby any ex-service man can be admitted to these homes. There are two objections, one of which I am informed by a letter from Gen. Wood to-day will be remedied—it is before the committee here. In the homes at present a man must state that he is indigent—that is, he is dependent—which is not true with these men. The War Risk Bureau has made a provision. So that law, I understand, it is hoped will be changed to say that these men are temporarily or permanently disabled. That is the truth.

Then, they are required to wear a uniform in the soldiers' homes. The mild mental cases would be depressed by that regulation. It is not a good thing.

At Dayton there are 2,500 Civil War and Spanish-American War veterans. These men that are there now, 125 from the recent war, together with any group that we may send for education, are associated with these very much their seniors, men who in a previous service became incapacitated. It does not occur to me that it is a very exhilarating thing to have about these men that we are trying to rehabilitate. I think you are thoroughly conversant with what I mean by that. I think it would be better if they could be housed in a similar condition away from others than their own groups.

Mr. TOWNER. I will say, Colonel, that that matter has been partially before Congress; that as to the grouping together of the soldiers of this war with the soldiers of the Civil War, the opinion of Congress is entirely in agreement with your own idea.

Now, you would advise—and it has been suggested—for instance, the consolidation of patients, of those who are now in the hospitals, who served in the Civil War and the Spanish-American War—that they should be consolidated in certain of these hospitals, and others left vacant so that they could be occupied by these men that you are speaking of?

Dr. EVANS. I think, sir, if these men could be grouped in institutions alone, we could meet the requirements. And if I might, since I am on this subject——

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Mr. TOWNER (interposing). Right there, before you make that statement, Colonel—for instance, you say that there are 14 of these hospitals?

Dr. EVANS. No, sir; there are 10 soldiers' homes.

Mr. TOWNER. Now, there are in all of the 10 soldiers' homes veterans of the Civil War and veterans of the Spanish War?

Dr. EVANS. And veterans, I presume of the World War?

Mr. TOWNER. There are at least those two classes?

Dr. EVANS. Yes, sir.

Mr. TOWNER. And in all of these hospitals, or most of them, at least, there are a number of vacant beds?

Dr. EVANS. I am so told.

Mr. TOWNER. So that perhaps you think that the veterans of the Spanish-American War and the Civil War could be consolidated into perhaps, well, just for illustration, we will say five of those?

Dr. EVANS. I don't know the number, sir.

Mr. TOWNER. I am not speaking about the number; I am speaking about the principle.

Dr. EVANS. Yes, sir.

Mr. TOWNER. Then, that would leave five to be vacated entirely, so that they could be used in the manner that you suggest?

Dr. EVANS. Yes, sir.

Mr. TOWNER. Is that your recommendation?

Dr. EVANS. Something like that would be very much better than to group them all together, in my judgment.

Mr. TOWNER. Now, go on with your statement, Colonel.

Dr. EVANS. Then I might say that we have another problem that is difficult.

There are 51 public health hospitals now functioning, with about 8,000 patients; there are 79 War-Risk Bureau hospitals—I mean by that, those places where they have placed men other than the Public Health, where there are 20 or more, and a great many others where there are less than 20, and the point I want to make is, if a provision could be made whereby these men could be grouped in larger institutions, it solves the problem of personnel to care for them, particularly from the standpoint of vocational training. Our greatest difficulty is to secure teachers.

I was assigned to this work on February 1. We have now 13 institutions in which we have started the work. We have 16 others that have been surveyed and we have not yet been able to secure the personnel for these places, and this total that I have referred to makes about 130, and to secure personnel for that number is a very great task, particularly when we are limited in the amount that we can pay these teachers, and if there could be a larger grouping of these men it would require fewer educational directors and we would then secure a better type, because we would have fewer, and then we could give a greater diversification of work, because with 20 men asking for something in the way of a vocation they would practically want 15 different things; 30 would only want 16; 100 would only want 18 different things, and you can see what I mean by being able, by collecting them in larger groups, to more perfectly meet their requirements.

Mr. TOWNER. Have you any further suggestion along that line—any further recommendations?

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Dr. EVANS. After my recent trip to New Orleans and to the South I made a memorandum to the training section in regard to this. I have taken it up with Mr. Lamkin; I have also written to the Surgeon General of the Public Health my convictions, and Mr. Lamkin asked me to present a solution, if I could.

I have not had sufficient time to definitely state what my convictions are, but I have the one that I have suggested and one other as a possible remedy.

I think it very much better if there can be a provision made to group these men where they can be cared for than to have them in their homes. If that is impossible, either from the standpoint that the man will not leave home or his friends will not permit him to go, the next thing to do is to go through the communities and group these men in school rooms or the Y. M. C. A. Building, or some suitable place in their own communities, and furnish them with teachers to meet their requirements, because they will not go into institutions and subject themselves to the embarrassment of being associated with very much younger people who are farther along than they are.

Mr. TOWNER. Now, you are speaking, Colonel, about the mentally defective and tubercular patients?

Dr. EVANS. Or any other disabilities, so far as that is concerned, but particularly the two cases that you mentioned.

Mr. TOWNER. Well, any other disabilities—you mean by that, diseases, not wounds?

Dr. EVANS. There are a great many men at home with a limb that has been injured and yet are not fully recovered to the degree that he can hold a job, or that he ought to go away to an institution, unless there is some special provision for his care. It is just a matter of time.

Now, as an illustration, I found six tubercular cases in South Bend at their homes, in a greater or less degree of advancement. Those men were taken home because they were wealthy or comfortable and could be cared for, and they wanted to do it; all the others were in institutions. But in every community there will be those, because of the home influence or something else, that are not yet able to carry on—they are not able to take up class 2 training under the board; the conditions are not suitable for them to take up class 3 training under the present provisions; they could not be in a Public Health hospital, and yet they are not cared for.

Mr. TOWNER. Of course you understand, Colonel, that we can not compel these men by legislation to take training.

Dr. EVANS. I know that.

Mr. TOWNER. Now, did you have a memorandum that you desired to present?

Dr. EVANS. No, sir; I said that I presented a little memoranda to my chief.

Mr. TOWNER. Did you desire to make any further statement?

Dr. EVANS. No, sir; nothing further, unless there are some questions.

I would like to say something further in regard to our relations with the Public Health.

Mr. TOWNER. Very well, we will be glad to have you do so.

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Dr. EVANS. As I say, we have now authority to go into any Public Health hospital, and we are going as rapidly as we can secure personnel; in fact, we are far ahead of the personnel. They are cooperating with the board in every way, and everything has been adjusted so far as any routine matters that were necessary in order to open channels of communication and of correspondence and of conference, etc.; and it is just a matter of getting the personnel.

Now, the matter of the private hospitals, we have to approach each individual, because we can't go there and say we are coming in, but we are met with the greatest courtesy from the men who have charge of the work of these private hospitals, and they are very glad to have the Federal board come in, because as a measure of morale it is of great advantage to them, and we have not been turned down anywhere. The difficulty, however, is that in some of the Public Health hospitals there is not a possibility of securing space, because all the space is occupied.

Mr. TOWNER. I think the committee will be very glad indeed to read your testimony, Doctor—those that have not had the opportunity of hearing it—and I am sure you have made some suggestions that are worthy of serious consideration by the committee, and I desire to thank you for them.

Mr. ROBSION. Mr. Chairman, just two or three matters that I would like to ask about.

Col. Evans, if I understood you, you stated that we have about 77,000 mental patients?

Dr. EVANS. I explained, sir, that I can not vouch for that number. It is a number that was given to me; but I am advised that that is the number that has been estimated of mild mental cases that were discharged from the Army—the total number.

Mr. ROBSION. And their mental disability was brought about through their service or caused by service?

Dr. EVANS. That would have to be established in each individual case, sir. It is presumed that that is true.

Mr. ROBSION. Well, has the War Risk Bureau passed on that many cases?

Dr. EVANS. No, sir; you see there were many of that number, per chance, that after a little while were recovered, if it was nothing more than a slight nervous breakdown; and I don't know what percentage of 77,000 the bureau has come in contact with. That does not come in my province.

Mr. ROBSION. You do not know what percentage of the 77,000 have come within the law?

Dr. EVANS. No, sir; I do not.

Mr. ROBSION. You spoke of 64,000 tubercular cases?

Dr. EVANS. Yes, sir.

Mr. ROBSION. Is that both the mild and active?

Dr. EVANS. Yes, sir.

Mr. ROBSION. How do you get those figures?

Dr. EVANS. I got both of these figures from a statement that Dr. Ru ker made at New Orleans last week; and that is why I say that I was just——

Mr. ROBSION (interposing). The War Risk has not declared that?

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Dr. EVANS. No, sir; I was there at a meeting of the military surgeons, and in a talk he gave those figures. I would not want them stated as being accurate, as coming from me. I have no access to them, but there are great numbers.

Mr. ROBSION. Would you think that practically all of these would be adapted to training if we adopted the policy of 10 per cent disability?

Dr. EVANS. No, sir; I would say that of the mental cases—now, I should not make a guess, but you want something, I presume.

Mr. ROBSION. What you are saying is very interesting.

Dr. EVANS. I should say perhaps 50 per cent of these in both cases would not come under the bureau or the board, having recovered.

Mr. ROBSION. What figures have you on men that have heart trouble in some form or other?

Dr. EVANS. I have not been paying any attention to that and I haven't any idea.

Mr. ROBSION. A great many men have heart trouble because of the service.

Dr. EVANS. I could only say in a way that I have from my previous experience in the Army hospitals, some general information, and the probabilities are there would not be more than 10 per cent of the number of cases, of heart cases, that would come under the disability. But I have no knowledge that would warrant my making a statement of that kind.

Mr. ROBSION. I do not know whether you stated or not—have you spent your life in the Army?

Dr. EVANS. No, sir; I was in the Surgeon General's Office 16 months; seven months of which time I was chief of the division of physical reconstruction and had charge of the work in all the Army hospitals.

Mr. ROBSION. What did you do before that? Have you stated that?

Dr. EVANS. Well, sir; I have been a physician; I have been a professor in a university; I get my living as a farmer, and have been a banker and also a wholesale lumber merchant.

Mr. ROBSION. You make your living as a farmer and banker and professor?

Dr. EVANS. That is, I am a long-distance farmer.

Mr. ROBSION. That is very interesting. What school were you professor of?

Dr. EVANS. I had my own school for six years, and then I was at Valparaiso University for 10 years.

Mr. ROBSION. Speaking of your own school, what was it?

Dr. EVANS. I owned an educational institution for six years.

Mr. ROBSION. What was it?

Dr. EVANS. The Chattanooga Normal University, Chattanooga, Tenn.

Mr. ROBSION. Then you are connected with the board now?

Dr. EVANS. No; I am detailed to the board. I am a public health officer detailed to the board.

Mr. ROBSION. Have you had any experience with the Cincinnati office or the Louisville office?

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Dr. EVANS. I have been to both of those places. I have had no special experience, only I went to Louisville to survey the hospital, the Marine Hospital there, and also the tubercular sanitorium, 7 miles out.

Mr. ROBSION. Members of the House have received a number of letters from soldiers complaining of the Cincinnati and Louisville office—the Public Health Service there. What is the trouble, anything?

Dr. EVANS. My position would not give me access to that to know. As I stated in response to inquiries, I have nothing to do with the Public Health Service in the hospitals other than the vocational training end, and I am very careful not to interfere or suggest in regard to treatment or anything that does not pertain to my particular business, because that is the only way I can succeed with my business.

Mr. ROBSION. Is the expenditure of the money by the Government justified from what you have seen of the development?

Dr. EVANS. My largest observation was in the Army, and I can say that any expenditure was justified that was made in the Army hospitals in rehabilitation if it did not do a thing more than add to a more comfortable existence during the hospital treatment, and I am frank to say that it did very much more than that.

Mr. ROBSION. It is an economic problem as well as a human problem?

Dr. EVANS. Yes, sir; and if I might suggest further, if we want to utilize what has been presented, we ought to be getting some lessons from what was done and is being done in the Army; what is being done and will be done in public-health hospitals, so that a law that has recently been passed can be more intelligently administered and successfully administered—and I refer to the recent enactment which provides for rehabilitation of industrial cripples.

If we do not go beyond that we are going to reap out of this what we ought to reap. It should include all classes of disabilities that are capable of rehabilitation, and that is where in the Army we had an opportunity to do that. If it was a T. B. man we did what we thought he should have; if it was a mild mental case we tried to meet that; if it was a surgical case we tried to meet that. And I am frank to say that as a practical citizen and as having had some experience as an educator, the money was well expended and there were great numbers of men that have been started on the road toward an education.

I saw a group of 60 Negroes in one class that were illiterate being taught, so I don't think we could measure it, however, from the effect it has from a curative standpoint, although that phase of it that was under my jurisdiction called physiotherapy is so firmly established that it will be a part of all hospital organizations in the future, and I believe occupational therapy will be.

Mr. ROBSION. Your thought is that this work should not only embrace the disabled men in the service of the Army and Navy, but should include all of our disabled people?

Dr. EVANS. All disabled people ought to have an opportunity to benefit by it, and we ought now to be correlating the information that will be usable, and there is no agency that I know of that is

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empowered to expend the money to correlate the knowledge that could be gotten now; and I am sorry to say that I have appealed to the Rockefeller Institute and I have appealed to other agencies, so that we could correlate the things that have been done and are being done, so that we would know just what to do for any man or woman that has been injured or is ill, as an adjunct to the treatment. Many individuals know a lot of things, but of the 30,000 aids that we had in the Army, and all of their different experiences—and these were cultured women, most of them—85 per cent of them college women; there were a great many skilled educators in the work, and yet there has not been a correlation of the information so that the things that were not useful could be eliminated and things that were practically purposeful preserved for the future, so that in any scheme of rehabilitation we could profit by this experience.

Mr. ROBSION. Well, is that plan being formulated or adopted—carried out?

Dr. EVANS. I am sorry to say that I know of no agency that is authorized to do that or is empowered to do it, or could expend any money to do it; but it is one of those things that I feel we are falling short of our opportunities by not doing.

Mr. ROBSION. That is all I have. You have made a very interesting statement, Colonel.

Mr. TOWNER. That is all, Colonel.

We will call Miss Enfield Joiner.

STATEMENT OF MISS ENFIELD JOINER, WASHINGTON, D. C.

(The witness was sworn by Mr. Towner.)

Mr. TOWNER. Miss Joiner, will you give your name, please, to the reporter, and your present address?

Miss JOINER. Enfield Joiner. Do you wish my legal address or my Washington address?

Mr. TOWNER. Both, if you please.

Miss JOINER. Talladega, Ala.; 1104 M Street NW., Washington, D. C.

Mr. TOWNER. What position do you now occupy with the Vocational Board?

Miss JOINER. Training assistant since April 16, 1920.

Mr. TOWNER. Will you give the committee a general idea regarding your duties, Miss Joiner?

Miss JOINER. I came to the board on January 12, 1920. I had had experience in the Army schools with the deaf men and speech-defect cases, and I had in my possession copies of records of the Surgeon General's office, and quite an intimate personal knowledge of a great many cases, all of whom I had taught or assisted in teaching. I came with those records, and with letters from the men to correlate those records with the records that the board already had, or wished to make.

My duties were to recommend and to inform the district offices of these cases; to handle all correspondence on cases having speech and hearing disabilities; to get in touch with the men themselves, if the board has not already done so, and to assist in every way in get-

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ting them in training; and to follow up their work after they had been placed in training.

Mr. TOWNER. You were particularly interested then in a particular class?

Miss JOINER. Yes; the men who had speech and hearing disabilities. By hearing disabilities I mean defective hearing to so great an extent that lip reading is necessary as a means of communication with other people, and by speech defects I mean cases of imperfect phonation due to wounds of the jaw, tongue, or face; cases of asphasia due largely to wounds in the left parietal region of the head, and cases of aphonia, due frequently to gas and to neurosis.

Mr. TOWNER. You collected from the War Risk Bureau the cases, the hospital cases, did you?

Miss JOINER. No; I have never been associated with the War Risk Bureau. For 18 months I was in a military hospital in charge of this work for the reconstruction department of the Surgeon General's Office.

Mr. TOWNER. Did you have a general hospital record?

Miss JOINER. I served at United States Army General Hospital 11, Cape May, N. J., from July, 1918, until the hospital was closed in July, 1919. I was then transferred with my section—the men, the teachers, and the medical personnel—to United States General Hospital 41, Fox Hills, Staten Island, N. Y. So I knew personally quite a number of deaf and speech-defect cases.

Mr. TOWNER. Did you limit your attention to those particular cases from those two hospitals?

Miss JOINER. Oh, no; I am now handling all cases having hearing and speech defects known to the Federal Board.

Mr. TOWNER. How many cases of that character have you now in training?

Miss JOINER. We have in training or approved for training (including men who have refused training, 14 in number), 220 cases.

Mr. TOWNER. How many of those are in training?

Miss JOINER. There are in training practically 200 cases. There are about 20 cases who are approved for training not yet in training.

Mr. TOWNER. Take the cases of deafness as a distinct class; what is your method of treating those cases, Miss Joiner?

Miss JOINER. When a man can not hear a voice at a distance of 5 feet on either side, and in some cases at a greater distance, it is considered that lip reading is necessary. We had 112 such men in the Army lip-reading schools, and we discharged those men after they had completed the course that was given there, and had had some months of practical work. Those men, with the exception of nine, have not asked for or required further lip-reading training: they are satisfactory lip readers. Those men are taking straight vocational training; they are not receiving lip reading. But there were a number of men who were discharged from the Army and from the Navy, who were not referred to these general hospitals for lip-reading work, and the Federal Board is giving them lip reading, in some cases, concurrently with vocational training.

Mr. TOWNER. That is just what I was going to ask you about. Then this work is not entirely prevocational?

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Miss JOINER. No; it is assumed that a man—well, it is a fact that a man who is deaf can not do much until he has had lip-reading instruction. His means of communication is writing. In cases like those, and it has been the policy of the board, as it was the policy of the Army, to give the man lip reading first and then place him in vocational training. There have been a few exceptions. There are in several districts several men who are taking lip reading with the vocational training.

Mr. TOWNER. Just how, in what manner is this instruction in lip reading given? For instance, in a prevocational way, before they are put in training—vocational training?

Miss JOINER. The men who are taking lip reading under the Federal Board are getting about two to three hours a day of lip reading. That is just as much lip reading as a man can stand. It is hard on his eyes; it is hard on his nerves; it is intensive work in which a man is subjected to a heavy nervous strain.

Mr. TOWNER. Where do they receive this training?

Miss JOINER. At various lip-reading schools and under various tutors throughout the country. Some are in Boston; there are 10 men in the Nitchie School for Lip Reading in New York City; there are 11 men in the Pattison School of Lip Reading at St. Louis, which I have just visited; there are 5 or 6 men in Pittsburgh; there are 10 or 12 men in California. In all I should say there are about 60 men taking lip reading under the Federal Board.

Mr. TOWNER. In what manner can this lip reading be given concurrently with their vocational training?

Miss JOINER. A man can devote his morning hours to lip reading, as some of them are doing, and his afternoon hours to some sort of vocational work. Several men in Pittsburgh are taking the elementary branches along with lip reading, looking forward to courses in bookkeeping and in shoemaking—various trades.

Mr. TOWNER. Will you give the committee some idea, Miss Joiner, as to the length of time required by one who is entirely unacquainted and has made no attempt to read from the lips, giving two or three hours a day to it, to acquire the knowledge?

Miss JOINER. I can give you exact figures as to the Army lip-reading school. It took two and seven-tenths months for the average man to finish the course. We had in the Army lip-reading school, as I said, 112 men. Seventy-five per cent of those were discharged as good lip readers; about 20 per cent were fair; and about 5 per cent were poor—that is, they were failures. They could understand me; they could understand the teachers who had worked with them; but they had great difficulty in understanding outsiders. The Federal Board is trying to help those men who were discharged as poor. They are the only cases now under instruction who had lip-reading work in the Army.

I can not give you exact figures as to civilian life. So far as I know, there have been no statistics made. It has been generally supposed that it took from six months to a year for a civilian to master lip reading. Of course, it depends largely on his own natural aptitude, on the amount of application he gives the course, and various other things. But the Federal Board students up to the present time have had an average of—well, I am making a rough

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guess, because I haven't completed the statistics, but I should say, from three to six months for the course.

Mr. TOWNER. I think the committee would be glad to have you explain, as nearly as you can, just what lip reading is and how it is taught, briefly.

Miss JOINER. I will be glad to. Of course, it is based on the physiology of speech. The first lessons that you take up are lessons using the sounds that are easily seen. Of course, the visible characteristics of speech are position and movement. The sounds that are formed in the front part of the mouth, the lip consonants and the vowels, which have much movement of the jaw and of the tongue, are used in the first lessons. These lessons are very scientifically arranged. We have a regular course, and you progress, taking up later the harder sounds. Some men so master this art that a stranger meeting them frequently does not realize that the man is deaf. For instance, there is a man in training in Cincinnati whom a Red Cross worker went to see four times and finally had to be told that the man was deaf. There is a negro in Texas who went home from the Army and was at home four days before his wife discovered he was deaf, so the Red Cross reported to us. There is a boy in Worcester, Mass., who went home, and was at home two days, who had not told his mother that he was deaf at all. He was reading a paper one day, and she spoke to him, and he didn't answer, and she finally shook him, and he had to tell the truth then. Now, those are the men who have mastered the art.

There are other cases who, as I said, never master lip reading. It is an art rather than a science.

Mr. TOWNER. Will you give us some idea of the method of teaching the men?

Miss JOINER. The teacher has had her training. She has taken a normal course, and she follows these lessons that I have tried to describe. She begins first with a syllable drill with the easiest vowel. "Ah." She asks the man to imitate her and repeat what she says. She then takes another vowel, "e."

Mr. TOWNER. Right there, please, Miss Joiner; of course, he can't hear her explain it; how does he know what she is trying to do?

Miss JOINER. She has written to him or made him understand that she is trying to make him get language by looking at the mouth.

Mr. TOWNER. But when she makes—gives the position of the lips and mouth and makes the vowel "ah," how does he know what she is trying to do?

Miss JOINER. She sometimes has to tell him.

Mr. TOWNER. Has to write it to him?

Miss JOINER. Sometimes. Sometimes men who have a natural aptitude for lip reading take it easily; they understand that she said "ah." For instance, if I said "fish" to you, the chances are that you could read a word like that very easily. Then she starts with a syllable drill. She takes a drill like this: "Fah, foo, fay, fee." Then she takes another consonant, "pah, poo, pay." She explains that P, B, and M look exactly alike on the lips. Then she begins very simple sentences, "we may, they may, she may, he may." She passes from those simple sentences to harder sentences and to longer sentences, until all the principles of speech have been covered in these series of lessons.

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Mr. TOWNER. Are the men interested in obtaining it—anxious to learn?

Miss JOINER. Oh, yes. I do follow-up work, too. I have covered five districts for the Vocational Board, and the report of the teachers who are giving instruction in lip reading is that a man is never late; that he never misses his lesson; that they ask for more time instead of less. It was our experience in the 18 months that I was with the men in the Army that it made all the difference in the world in the man's attitude toward life. He came in depressed, unhappy, and he found out that he could understand people after all; and frequently, especially in cases where the men had some hearing, they insisted that they were hearing us, when they could not possibly do so. When people speak to you, you get the sense of what they say; you don't stop to consider whether you are hearing them or not hearing them; the idea goes across to your brain, and it is the same way in lip reading; the idea goes through the eye instead of through the ear to the brain.

Mr. TOWNER. This method of teaching is taught principally by women, is it?

Miss JOINER. Yes. We had one man in the Army who was assigned to us because he had had some training in working with the deaf, and he worked with us. But there are very few men lip-reading teachers. It is not well paid enough for men.

Mr. TOWNER. Well, I should not think they would be nearly so successful as women.

Miss JOINER. They haven't the patience. It takes some patience, you know.

Mr. BURROUGHS. You were engaged in this work, then, before the war?

Miss JOINER. Oh, yes.

Mr. BURROUGHS. It has been your business, your profession, perhaps.

Miss JOINER. Yes; I have had experience with all classes of the deaf, with children and with adults.

Mr. BURROUGHS. Where did you have that experience?

Miss JOINER. I was trained at Clarke School for the Deaf at Northampton, Mass., to teach deaf children, and I also had work in adult lip reading there. Then I taught in the Pennsylvania School for the Deaf at Mount Airy, Philadelphia, Pa., for two years; then in my home town in the school for the deaf; then I went to the Kentucky School for the Deaf as supervising teacher; then to the North Carolina School for the Deaf as principal of the educational department, and when I was there the War Department asked me to take the place of principal of the section of defects of hearing and speech.

Mr. BURROUGHS. You gave that date, which was some time in January?

Miss JOINER. No; I went to the Army in July, 1918—July 20.

Mr. BURROUGHS. And you have remained—when did you become associated with the Federal board?

Miss JOINER. January 12, 1920. I was discharged from the Army January 7, 1920.

Mr. BURROUGHS. Where did you do work when you were with the Army?

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Miss JOINER. At Cape May, N. J., General Hospital 11, for 12 months; then at U. S. A. General Hospital 41, Fox Hills, Staten Island.

Mr. BURROUGHS. Aren't there a good many more than 220 cases of disability from deafness?

Miss JOINER. You asked for the cases in training. I think there will be perhaps 200 war-deaf and about 100 speech-defect cases, such as I have described. We have now knowledge of 275 cases, 220 of whom are in training or approved for training. That leaves us something like 50 cases not in training. Of that number 50 per cent are still in hospitals; there are 6 or 7 aphasics, long cases, at Fox Hills; there are several cases of aphasia at Fort Sheridan, near Chicago; there are 2 or 3 deaf cases at Walter Reed, and 2 or 3 speech-defect cases there. Contact has been established with all cases.

Mr. BURROUGHS. How many cases all told are there, do you estimate, of our men who served in our Army who are suffering from defective hearing brought on by their service?

Miss JOINER. I estimate that there will be approximately 200 cases.

Mr. BURROUGHS. Not more than that?

Miss JOINER. Who need lip reading. There are a great many men who will come—who come out of the war with hearing more or less impaired. For instance, I think there will be several thousand men who probably lost their hearing in one ear, but you know that does not render a man deaf; he doesn't need lip reading if he has lost his hearing in one ear.

Mr. BURROUGHS. Then, I understand the only ones that you personally have to do with, or that would come under your special jurisdiction, would be those who had been so seriously injured as to require lip reading?

Miss JOINER. That is true of the deaf cases. And the same is true of the speech-defect cases, the men who had lost their speech entirely or else are such bad stammerers that their speech is a vocational handicap and must be corrected. Between 85 and 90 per cent of these deaf and speech-defect cases are placed, and I should say 25 per cent of those cases have been followed up by me within the last two months.

Mr. BURROUGHS. You are located here at Washington?

Miss JOINER. My official station is here.

Mr. BURROUGHS. But you go about the country visiting the different places where the men are in training?

Miss JOINER. Yes; I come in direct personal contact with the men.

Mr. TOWNER. I am very sure you have greatly interested and enlightened the committee, Miss Joiner, and we thank you. That will be all.

Now, is Mr. Braham present?

STATEMENT OF MR. W. W. BRAHAM, WASHINGTON, D. C.

(The witness was sworn by Mr. Towner.)

Mr. TOWNER. Will you please give your full name to the reporter, and your address?

Mr. BRAHAM. W. W. Braham. My home address is New Wilmington, Pa.; city address, 1739 P Street NW.

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Mr. TOWNER. You are now with the board?
Mr. BRAHAM. Yes, sir.
Mr. TOWNER. In what capacity?
Mr. BRAHAM. I am located as a special agent in the Washington branch office.
Mr. TOWNER. What is the nature of your duties?
Mr. BRAHAM. My duties now and heretofore have been those of a vocational adviser. I take it you might consider me as typical of that group of men under the Federal Board.
Mr. TOWNER. What is the nature of your duties?
Mr. BRAHAM. Well, the nature of my duties here at the branch office is varied. I have been there but two weeks. They are to establish contact, as we term it, with men who come in from the cities to follow up their cases after they are in training; to help them settle problems of advisement and board procedure that arise after they are in training. Most of my work, sir, has been done at Walter Reed Hospital. I served there nine months.
Mr. TOWNER. A very important point, is it not?
Mr. BRAHAM. Yes, sir.
Mr. TOWNER. Do you report your cases to the Baltimore office?
Mr. BRAHAM. Yes, sir. I did at Walter Reed Hospital. The office at Walter Reed Hospital and the office at Washington are considered branch offices of District 4 at Baltimore. We are responsible directly to the district vocational officer at Baltimore.
Mr. TOWNER. You have come in contact personally, then, with a great many cases?
Mr. BRAHAM. Yes, sir.
Mr. TOWNER. Mr. Robsion will question you now.
Mr. ROBSION. How old are you, Mr. Braham?
Mr. BRAHAM. Twenty-six; sir.
Mr. ROBSION. Were you in the service?
Mr. BRAHAM. Yes, sir.
Mr. ROBSION. In what capacity?
Mr. BRAHAM. I was discharged as a sergeant, first class, from the Medical Department. I never served overseas.
Mr. ROBSION. What part of the country were you located in?
Mr. BRAHAM. I served for a year at Walter Reed Hospital. I was discharged there. The last detail I had as an enlisted man was as assistant in the office of the Federal Board.
Mr. ROBSION. Were you at any time in any camp?
Mr. BRAHAM. No, sir; not any large cantonment.
Mr. ROBSION. What business or profession were you engaged in before you entered the service?
Mr. BRAHAM. Before I entered the service I was a high-school principal and teacher.
Mr. ROBSION. Where?
Mr. BRAHAM. At the time I came into the service I was in the vocational school at Johnstown, Pa.
Mr. ROBSION. You were what is known as a vocational adviser?
Mr. BRAHAM. Yes, sir.
Mr. ROBSION. What does the vocational adviser do?
Mr. BRAHAM. Well, as I have outlined it in my own mind, my duties at the hospital were three. My first duty was to see that every

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man who was discharged with disability from that hospital knew about the board, and that the board knew about him. I, together with the men that worked with me, I think about achieved that result. In figures I gathered from the hospital at the time I left up to April 6, there were S. C. D.'d from Walter Reed 1,499 cases between July, when I went to work for the board—July 17—and April 6.

Mr. ROBSION. Nineteen hundred and nineteen?

Mr. BRAHAM. Nineteen hundred and nineteen, and April 6, 1920. There were surveyed during that period by myself and the other agents of the board 1,478. That leaves, you will notice, a discrepancy of 21, but that is really no discrepancy, in that some of those, I suppose half, were institution psychopathic cases who are not capable of a rational conversation and with whom no progress whatever could be made. So, relatively speaking, we surveyed every one who went out of there.

Mr. ROBSION. What do you mean by "surveyed?"

Mr. BRAHAM. We use that term "surveyed" to mean that we have collected the data about the men, the facts of his education and his experience; have put those down on paper; have obtained the man's preferences as nearly as he can be made to express them, and then have expressed our opinion as to what this man might do. That we call a survey. That is the first paper ordinarily that is started on a man in the Federal board's procedure.

Mr. ROBSION. How many of those made application for training?

Mr. BRAHAM. How many of those? Well, sir, my judgment—I don't have direct data on that—my judgment would be about 70 per cent—75 per cent. Now, of those you must not understand that all all of them applied for training immediately, because I suppose 35 per cent of the number who did say they wanted vocational training would say they wanted it some time later. Right there, I think, might be found something of the reason for delays that seemed to have taken place in the board's procedure. For example, I have a man come in here who says he wants training. "But," says he, "I can't decide now. I will decide when I get home. I have been in the hospital now for a month and was wounded 18 months ago, and I don't know what I want to do. I will wait until I get home." Now we say: "What are your preferences? We can't do anything without a lead." "I don't know. I can't give you any expression of opinion." Well, now, that man, unless we can succeed in coming at some sort of decision, will go out and he will wait some months; then he will want training all at once.

Mr. ROBSION. You think that would amount to about 35 per cent?

Mr. BRAHAM. Not such extreme cases, but I suppose 35 per cent of the 75 per cent who did state that they wanted training would state that they wanted it later. That, you see, makes a very distinct problem. We have made it our policy at all times to come as close to a recommendation as we possibly could.

Mr. ROBSION. Well, out of the nearly 1,500 men that you did survey, you and your corps of men there, how many do you think did make application—that you secured applications from?

Mr. BRAHAM. You mean that we got training for them?

Mr. ROBSION. That you got their applications?

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Mr. BRAHAM. I don't quite understand your question. There were 1,499 discharged and we secured this survey on 1,478.

Mr. ROBSION. Well, did they make application, the 1,478?

Mr. BRAHAM. No, sir; I should say—my judgment would be about 75 per cent of that number.

Mr. ROBSION. Made application?

Mr. BRAHAM. Stated that they wanted training, or they did not want it closed.

Mr. ROBSION. Well, they did sign up the application?

Mr. BRAHAM. They all sign it. If a man comes in there with an honorable discharge and states that "I have been an officer and I am an engineer; I have lost a leg, but I think I can still do engineering work," we would make his survey, if we thought there was any possibility of his falling down on his old work, and have him sign it and forward it. It saved a great deal of trouble.

Mr. ROBSION. What I am trying to get at is, I want to see just what you did accomplish through your 1,478 surveys.

Mr. BRAHAM. Those surveys, together with the Army medical papers which we secured, furnished the basis for the operations of the 14 district vocational officers of the board scattered about the country.

Mr. ROBSION. I understand that, but I would like to know what became of it, if any good came of it or what resulted from it.

Mr. BRAHAM. I see what you mean. Now, at one time when I was——

Mr. ROBSION (interposing). During that time if you surveyed every one of them and no man got into training it didn't amount to anything, probably; and if you did not survey any of them and they all got into training, then the same good results would come without any survey.

Mr. BRAHAM. The only direct data I could give you on that would be some that I collected for my own use during the week in which I was detailed at the Baltimore office. During that time I took the list of men that I have surveyed, and I went over the files in district 4. I found that of the cases that I believed would be training cases, they had at that time put about 60 per cent of my cases in training, cases that I personally had surveyed. They had put about that number in training.

Mr. ROBSION. You mean they had consented to give them training?

Mr. BRAHAM. Yes, sir.

Mr. ROBSION. How many of that 60 per cent went into training and were accepted?

Mr. BRAHAM. That 60 per cent were men in training.

Mr. ROBSION. In training?

Mr. BRAHAM. Yes; in training.

Mr. ROBSION. You do not know what percentage were passed upon for training?

Mr. BRAHAM. No, sir.

Mr. ROBSION. Were all of those in class 2 training?

Mr. BRAHAM. I did not collect any data that would bear on that.

Mr. ROBSION. Practically all of the men at Walter Reed were entitled to section 2 training?

Mr. BRAHAM. Yes, sir; that is pretty generally true.

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Mr. ROBSION. What is the general morale of the men at Walter Reed?

Mr. BRAHAM. I have found it very high, sir, while I have been there.

Mr. ROBSION. Were the men discouraged much in spirit?

Mr. BRAHAM. Well, no. There have been several factors that have helped to keep that morale up. Many of them attended the Army schools, to which Col. Evans made reference. Another factor has been the possibility of what we term section 6 training, training while a man is still in the hospital. We have had as high as 20 men from the hospital who were in training down town, although they were still in the service. Those men scattered about the service of the hospital have helped very materially, because we made it known that if a man was going to be in the Army hospital for some months, and could not get his discharge in order to start his training, we could get it for him.

Just day before yesterday, for example, a Jewish lad, who had sung in the Russian opera, has restarted his musical education at the Washington Conservatory of Music. That is the latest Class 6 case that I know of at the hospital.

Mr. ROBSION. Do you know a young man by the name of Edward J. Finn?

Mr. BRAHAM. Yes, sir.

Mr. ROBSION. Did you survey him?

Mr. BRAHAM. No, sir. I knew him very well. I feel personally enough acquainted with the case to say that I had surveyed him.

Mr. ROBSION. How did you come out with Mr. Finn?

Mr. BRAHAM. I was taken away from the hospital, sir, just about four days before he left. He was surveyed and recommended, as I recollect the case—and you will set me right if I am wrong—recommended for training in finance and accountancy to be given at Pittsburgh. Mr. Finn had about a sixth-grade education, had been a railroad conductor at Beaver Falls, Pa., on the P. & L. E., and the Philadelphia office objected to his being given accountancy. They said, "This man is not capable of profiting by such training." Mr. Finn came back from the hospital very shortly, and he was very highly indignant about it. He believed that he could not be given that training. Mr. Nall, who was at the hospital, a gentleman with whom I worked, got in touch with Mr. Lamkin, and Mr. Lamkin came out to see Mr. Finn personally, and I was in his ward when Mr. Lamkin was there. Mr. Lamkin told him that he could have section 2 training, or section 3 training, and he preferred a course in business and accountancy to be given in or near Pittsburgh.

Mr. ROBSION. Mr. Finn had both legs off?

Mr. BRAHAM. Both legs amputated, a thigh amputation.

Mr. ROBSION. If you do not mind, I will read you a letter here, and see if you know about it.

WASHINGTON, D. C.

DEAR MR. EVANS: I was talking with Mr. Hurley to-day, and he was telling me how we were entering Columbia University, and if you will oblige me I will be ever so thankful to you. I have both my legs off above the knee, and, of course, they will tell me I will be able to get around a little bit, but not very much, but, nevertheless, I am figuring on a good education, and I think I can get it. I am not caring how long it is. It is very likely now that I am going in for accountancy, and you know it is a hard study. I have only had

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an eighth-grade school education, outside of what I have picked up myself, so I only wish you to enlighten me on what qualifications I should have for either entering the Wharton School of Finance, or Columbia University, as I think they are very, very slim, as far as I know. This man down here, he will talk to me about a business college, but I do not want that. I want something that I am so sure of, and I am through. As you were injured yourself, you understand my case, and I will be very much obliged for any information you can give me.

Thanking you in advance, I remain,

Sincerely, yours,

EDWARD J. FINN,
Ward No. 75, Walter Reed Hospital, Washington, D. C.

Now, it seems that this boy wanted accountancy and you would not give it to him.

Mr. BRAHAM. What is the date of that letter?

Mr. ROBSION. There is no date on it.

Mr. BRAHAM. Is it recent, within the last four weeks? He has gone home. You understand, sir, from the tone of the letter, from the make-up of the letter, that he could not start accountancy at once. There is no other way to accountancy but by knowing bookkeeping. He must start in a bookkeeping school.

Mr. ROBSION. I had in mind Mr. Lamkin's statement before the committee that a fellow with two legs off could get anything he wanted.

Mr. BRAHAM. Mr. Lamkin told Mr. Finn that, and I believe that if you will write to Mr. Finn you will find that he is getting the beginning of it. He can get anything he wants.

Mr. ROBSION. This letter does not indicate it, does it?

Mr. BRAHAM. I believe that letter was written before he left ward 75. I left Walter Reed Hospital about April the 15th, and that is about three days, is it not, before he left?

Mr. ROBSION. You mean this boy has gone home?

Mr. BRAHAM. He is discharged. I mean he is not at the hospital at all.

Mr. ROBSION. He has not entered into training at all?

Mr. BRAHAM. About the last thing I did before he left Walter Reed Hospital was to write a letter to the manager of the branch office in the Union Arcade Building in Pittsburgh, upon the authority of Mr. Lamkin, stating that he could put that man in training immediately.

Mr. ROBSION. So that you think Mr. Lamkin afterwards decided he could take accountancy?

Mr. BRAHAM. Well, there never was any doubt about it, except the fact that he could not enter it right away. You can very readily see that I would not be justified in telling every man with a sixth-grade education that he could study for accountancy.

Mr. ROBSION. Is a business-college course necessary for accountancy?

Mr. BRAHAM. Yes, sir; it is indispensible.

Mr. ROBSION. You must take that first, is that your idea?

Mr. BRAHAM. Yes, sir.

Mr. ROBSION. I just wanted to know, in that connection, did you hear anything about the "hard boiled" order out there?

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Mr. BRAHAM. I read that in the papers, that was all. There has never been any idea of that sort in the hospital work, I can assure you.

Mr. ROBSION. Did you not approve it?

Mr. BRAHAM. Did I not approve it?

Mr. ROBSION. The "hard boiled" order; yes.

Mr. BRAHAM. I had no occasion to approve or disapprove it. I certainly would have no use for any "hard boiled" attitude in the hospital. The men in the hospital were my friends.

Mr. ROBSION. This vocational-training proposition deals with the sort of men you are dealing with all along the line; it does not deal with well men, does it?

Mr. BRAHAM. No, sir.

Mr. ROBSION. Well, you read the "hard boiled" order and things like that, and I would just like to know, as you were one of the vocational officers of the country, if you approved that attitude or such instructions going out?

Mr. BRAHAM. You will understand; sir, that I had little or no dealing except directly with the men. I was an advance agent, and being an advance agent, a "hard boiled" attitude had no place with me.

Mr. ROBSION. It did not have any place in the system, anyway.

Mr. BRAHAM. You would not expect me to pass on the central office?

Mr. ROBSION. I am not asking you to pass upon it. All I am asking you to pass upon is whether it has any place anywhere.

Mr. BRAHAM. I have my own grave doubts as to whether it does.

Mr. ROBSION. Do you have any?

Mr. BRAHAM. I have doubts as to whether it has any place in the system.

Mr. ROBSION. Do you not think it ought not to be in the system?

Mr. BRAHAM. Well, if you mean an absolute "hard-boiledness."

Mr. ROBSION. Just what it was; that is all.

Mr. BRAHAM. The way I read that, sir, is this: I took it to mean that all of the gentlemen who go from district to district are to talk business and nothing else. I think that is very necessary. I think that our work has been hindered about as much on account of softheartedness and lack of reasoning and judgment as it has been by hardness.

Mr. ROBSION. You think that an order like that would be inclined to overcome softheartedness and counteract it?

Mr. BRAHAM. Well, in that sense, yes; that it has to be business. Here is the only thing on which I would base that: If I am an adviser at all, I can not take every man who comes to me and says he wants to be an accountant and say, "All right, Jack, accountancy." I have had any number of them go away and say that I have been "hard boiled." They go back into the ward and say, "That fellow over there won't give me what I want."

Mr. ROBSION. They said that about you, did they?

Mr. BRAHAM. Yes, sir; they said it the first time; but they did not say it when I had finished.

Mr. ROBSION. Is that why you approve this other "hard-boiled" proposition?

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Mr. BRAHAM. No, sir.

Mr. ROBSION. Go ahead.

Mr. BRAHAM. Fellows have said it about me the first time, but when I have seen the man the second time and sent him downtown here to some friends I have to see what he really will have to become—an accountant or linotype operator or dentist—I think I have been able to carry my point.

Mr. ROBSION. I know; but, Prof. Braham, when you were out at Walter Reed you did not believe that if some man wanted to talk to you about a case, some one of your staff—you did not believe that you ought to have accepted cigarettes from him, but no advice, did you?

Mr. BRAHAM. No, sir.

Mr. ROBSION. You did not believe in that?

Mr. BRAHAM. No, sir; I have never had anything, sir, but the utmost cooperation. Take Miss Joiner, who spoke here, for example. If we had a deaf case, we called up central office, and Miss Joiner came out. If it was a blind case, Miss Kelly came out, and if we wanted to know what to do with an epileptic——

Mr. ROBSION. I want to get your attitude. Walter Reed is one of the permanent hospitals of the country, with boys there with all sorts of disabilities. What was the feeling among the soldier boys there as to the attitude of their country toward them, whether they were being taken care of in the way they thought they ought to be?

Mr. BRAHAM. A very marked change was apparent in that respect, sir, when this Sweet bill was passed adjusting compensation. We found that one of the hardest things we had to deal with. They thought that by taking training they would be cut out of any compensation that might be made later, but I think you will find a very healthy attitude in Walter Reed toward the Government now.

Mr. ROBSION. They felt finally, before they left there, in the wind-up, that their Government was appreciative of their sacrifice?

Mr. BRAHAM. Yes, sir; I would say that absolutely.

Mr. ROBSION. There would be exceptions, but your suggestion is that the boys' general attitude was that our country was doing what ought to be done for them.

Mr. BRAHAM. I can say that in all candor.

Mr. ROBSION. That is all.

The CHAIRMAN. Mr. Braham, I met two soldiers recently discharged from Walter Reed. They were here, not in this room, but at this building. They said that they were discharged too soon, and that they had not been properly treated. In your experience, is there much of that out there?

Mr. BRAHAM. Not very much. For a long time the balance was on the other side of the scale. They were held too long. Then there came some order down from the Surgeon General that a man might be discharged with treatment incompleted at his request. A lot of men got out, and there seemed to be just at that time a reversal in policy, so that they tried to clear the men out, seemingly wanting to avoid the stigma of having men hanging around just for the sake of three square meals and a bed, and there were some men who went out with that feeling in mind. I do not believe there were of that class of cases, more than, I should say, six.

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The CHAIRMAN. Take the cases that I have in mind.

Mr. BRAHAM. Do you remember their names?

The CHAIRMAN. No. I at first thought of letting them come in here and putting them under examination. They were complaining that they had been discharged before they should have been, and that they were not capable of doing anything. Now, take those two cases, would they have been surveyed by you before they got out? Would they know about this rehabilitation work?

Mr. BRAHAM. The test we have made of that, Mr. Fess, is this: If a man is S. C. D'd, as we call it, if he has a surgeon's certificate of disability, we always see them. We have two or three checks on that. Every enlisted man is ordered to appear before the Federal Board. Presumably it gets them all, but it does not. Then we get a list on one day of all of the men actually leaving the hospital, the men who are to be discharged on the following day. We check that; and if there are names on there of men whom we have not seen, we make it our business to see them. Then we have a further check also in a certain Federal Board form, carrying the evidence of his discharge, which comes in to us, and when we check those and find somebody whom we have not surveyed we send word to him. If a man has gotten out on an S. C. D., I think it has been pretty sure evidence that he did not want to have anything to do with it. I can not see how it would have been otherwise, because he would be checked up in all the wards. I have spoken personally on two or three occasions before the American Legion; we have used the magazine, and the men take it; so I feel safe in saying that it is a man's own fault if he did not know anything about the board, if he were S. C. D'd.

The CHAIRMAN. In other words, if they knew nothing about their opportunities under rehabilitation, or were ignorant of their rights, would there be any justification of their not knowing?

Mr. BRAHAM. I do not believe so. I can not see how there should be.

One other strong ally we had there was what is called the social-service section of the Surgeon General's office—a number of women who are detailed to the Army hospitals to do social-service work. They were tireless in that respect, and if a man did get out of the hospital through his negligence or carelessness, or through any reason, they have written letters to him telling him his nearest district office and his nearest branch official, so that he could still get in touch with the board and learn of his rights.

There is one thing there that I might speak of that has been a very difficult matter for us, and that is the matter of disability. Perhaps these men you mention were men with slight or no disabilities.

The CHAIRMAN. Both of them had amputations.

Mr. BRAHAM. Then it ought to have been——

The CHAIRMAN. One was wearing an appliance, and the other had an artificial limb provided, but he exposed the stump of his leg, and showed me where there was a sore, front and back, produced by the artificial limb, he said. He did not look as if it was justified to me, and he had quite a great many men around him who were talking about the matter, and I wondered whether there was any justification of that, or whether that is a rare case, or whether there is such a thing as sending these men out in such condition. These men were feeling vicious toward the Government, and were both talking loudly.

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Mr. BRAHAM. I think that is very much of an exceptional case, and in any case a soldier may refuse to sign his discharge for reasons such as that. He does not have to sign that. It is a sort of hold-up proposition.

The CHAIRMAN. You say he would not have to sign his discharge?

Mr. BRAHAM. I have known of a number of soldiers who did not. His discharge is written up, and he acts on it. "Now, you sign this." If the engagements he was in are not written in properly, he does not have to sign it. If he is not able to go out of the hospital, he does not have to sign it.

The CHAIRMAN. One of the boys told me he was compelled to sign it, and he carried it to Secretary Baker, and it was reversed.

Mr. BRAHAM. Yes? Well, I could not gainsay that. I have known of discharges being held up for a month by a man refusing to sign it.

The CHAIRMAN. I mentioned this because it occurred just the other day, and I thought probably it would be well for us to go a little further into it, since you were at the hospital and have had some experience in the vocational training there, and would probably know whether these are rare cases or not. That is why I asked you. Was there a time when a vocational man in the hospital could not really interview the men, because of any order of the military régime?

Mr. BRAHAM. That is before I recollect the matter clearly, before I knew much about this board.

The CHAIRMAN. Is there none of that now?

Mr. BRAHAM. Absolutely not. We have access to the files of the hospital.

Mr. DALLINGER. I was just going to ask you, the Vocational Board has nothing whatever to do with discharges from the hospitals?

Mr. BRAHAM. Not a thing.

Mr. DALLINGER. So if there was any complaint on that score, it would be against the Military Establishment.

Mr. BRAHAM. Yes; it would not come to us, except as we knew the men.

Mr. REED. So far as you know, was there a military order prior to your going into the work that prevented the men holding your position from going and seeing these men?

Mr. BRAHAM. All that I recollect is a conversation I had with Maj. Monohan, who is the educational officer at that post, and a very good one, I think, who told me they had quite a time securing entrance of the Federal Board agents, when the proposition was first embarked upon.

Mr. REED. That gave rise to a considerable feeling of uncertainty among the soldiers at that time as to their future, did it not?

Mr. BRAHAM. I believe so.

Mr. DALLINGER. Can you recall the case of Sergt. John Dickerman?

Mr. BRAHAM. Yes, sir.

Mr. DALLINGER. Was his training approved?

Mr. BRAHAM. From Boston, Mass.?

Mr. DALLINGER. Cambridge, or some place near there.

Mr. BRAHAM. I do not know. That was just after I left. He was surveyed just after I left.

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Mr. DALLINGER. Just after you left?

Mr. BRAHAM. Yes; but I can tell you this, sir, that his Army medical, a copy of his discharge, and this survey, as we term it, that we have written up, would get him training. If he would put his feet in the Boston office he could get on the payroll the same day. I know it. If there is any question about it, I would be very glad to look the case up personally. I could get it done.

(The witness was thereupon excused.)

TESTIMONY OF MR. R. EDWIN JOYCE, PLACEMENT OFFICER, DISTRICT NO. 4, FEDERAL BOARD FOR VOCATIONAL EDUCATION.

The witness was duly sworn by the chairman.

The CHAIRMAN. Give your full name and address.

Mr. JOYCE. R. Edwin Joyce, 3504 Thirteenth Street NW.

The CHAIRMAN. Mr. Joyce, what is your connection with the Federal Board, if any?

Mr. JOYCE. Mr. Chairman, at present my official position with the board is placement office in district No. 4, with headquarters in Baltimore, but I am at the branch office in Washington, 1410 Pennsylvania Avenue.

The CHAIRMAN. How long have you been with the board?

Mr. JOYCE. Since the 4th of November, 1918.

The CHAIRMAN. What had you been doing before that?

Mr. JOYCE. For a few years prior to the time I was 21, I was in Biggs Bank. I went there when I was quite young, going there in the summer and going to school in the winter. When I was 19 or 20 I went there permanently. My father died when I was 21, and I succeeded to his business, which was the carriage manufacturing business, having been established by him in 1844. I was in that business for approximately thirty-odd years, and carried it on with my brother until the estate sold the place at Fourteenth and E Streets, and I then went out of the carriage business and associated myself with the American Multigraph Sales Co., and was with them as their official representative here in Washington , selling their product to the United States Government, for about 10 years, and then I was taken ill for a couple of years, and on recovering I went with the Federal Board.

The CHAIRMAN. So your life has been rather a business life?

Mr. JOYCE. Absolutely.

The CHAIRMAN. As placement officer, what success have you had in the placement of men?

Mr. JOYCE. If you will pardon me for saying so, I have had, I should say, splendid success. I have placed every man that has been sent to me, and I believe every man we have placed has been successfully placed, or is placed to his entire satisfaction.

The CHAIRMAN. Can you give one or two examples, not so much for the investigation but for the general information of the committee as to whether this work is successful or not?

Mr. JOYCE. I am just going to take a couple of names from a list that I had on my desk, which I was just about to mail to Baltimore when I received my summons to come up here. This is a list of

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every man we have in placement training in the Washington district—district No. 4. I am going to take the names of three boys that I put in with the Supervising Architect of the Treasury. There were three of them. One had been a structural iron worker, one had been a bricklayer, and one a carpenter. These boys were put in the Supervising Architect's office of the Treasury to learn to be supervisors of construction, for the reason that they could not carry on their former vocations. They are being taught there blueprint drawing, etc.—everything pertaining to the business—being taken a portion of the time into the plumbing, the heating, the electrical part of it, etc., and then eventually these boys will be placed under the superintendent of construction on the large buildings that the Government is now building. One of the boys has been sent to Birmingham, Ala., and is making good progress, and the other boys seem to be very much pleased.

The CHAIRMAN. That work is not exactly the type of work they had been doing before they went into the service?

Mr. JOYCE. Yes, sir. It is a grade ahead of what they were doing. Their object probably was to not always be a bricklayer, or a carpenter, but to be a foreman or superintendent of construction, or get into business for themselves and take work on contract themselves.

The CHAIRMAN. The claim has been made that rehabilitation or reeducation might embody in it such training that a man might do a better work after this training than he had done before he went into the service, as measured by the salary he would get?

Mr. JOYCE. Yes, sir

The CHAIRMAN. Is that statement justified?

Mr. JOYCE. Yes, sir. When these men finish, they will get more money as superintendents or as assistant superintendents of construction, or as foremen than they would as ordinary iron workers, bricklayers, or carpenters.

The CHAIRMAN. And they are examples of that fact?

Mr. JOYCE. Yes, sir.

The CHAIRMAN. That is one thing that the committee will be glad to know, whether the promises of the legislation were mere promises, or whether they can be carried into effect.

Did you ever belong to any labor union?

Mr. JOYCE. No, sir. I have been through two strikes. I never belonged. I licked them once, and they licked me once. We quit even, 50–50.

The CHAIRMAN. Have you had in any of your work any embarrassment with the attitude of the labor unions?

Mr. JOYCE. The first strike we had was away back in the early nineties——

The CHAIRMAN. I mean in your placement work here?

Mr. JOYCE. No, sir.

The CHAIRMAN. There has been some testimony that would lead to the inference that there might have been some favoritism, or that there might have been some embarrassment because of regulations of labor organizations. I do not know that the committee has had any suspicion, but there has been some suggestion, and personally I would like to clear that up one way or the other.

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Mr. JOYCE. Up to the present time I have not had any controversy in reference to it at all. I did on one occasion. I had a boy who wanted to learn the printing business, and I had a talk at the shop, and when I went down I was told very nicely that they had their full supply of apprentices, that they were only allowed so many apprentices to so many journeymen, but they referred me to—I forget what his official position was—and he just gave me five or six opportunities in different printing shops to put this boy, and just said to take him to any one of them, and he would learn the printing business in one as well as in the other. I can give you an idea of the various trades that I have.

The CHAIRMAN. We would like to have that.

Mr. JOYCE. Well, I have a boy named Horace Anderson, with E. J. Murphy & Co., the paint man. He is learning the paint business.

The CHAIRMAN. I think, Mr. Joyce, it would be just as well if you would make a general statement on that line, and then, if the committee desires, we will allow you to insert your facts in the record.

Mr. JOYCE. A general statement?

The CHAIRMAN. A general statement as to the character of work these men are doing.

Mr. JOYCE. Well, I am teaching them to be machinists, house painters, public accountants, and I have one boy that I had at the Interior Department learning drafting. I have a boy at the District Building learning to be an inspector of boilers. He is working every day under the inspector of boilers for the District. When I am through with him, very shortly, I expect to get him a very good position with one of the insurance companies. He was a boiler maker, but on account of his throat, etc., he could not carry on, but he is making good progress with Mr. Vermillion here in the District.

I have another boy who is learning to be a plumbing inspector. I have a great many of them in garages, learning auto mechanics, ignition, and lighting. I have several learning acetylene welding. I have a boy at the Government Printing Office who is just finishing his trade as an electrotyper, and I have a boy who is making wonderful progress at the Bureau of Engraving and Printing as an engraver, a steel-die engraver.

The CHAIRMAN. Tell the committee how you get into communication with these various people with whom you have the boys.

Mr. JOYCE. My early training as a salesman. I have a good proposition, and I do not have a bit of trouble. I do not appeal to them from a sympathetic point of view. I tell them I have these boys; that these boys have been across, and they probably made it possible for them to have what they are enjoying to-day; these boys can not carry on what they have been doing, and the Government is going to teach them.

The CHAIRMAN. I understood you to say that you have been successful in placing all the people sent to you?

Mr. JOYCE. Yes, sir.

The CHAIRMAN. Would that represent any great number?

Mr. JOYCE. I have 100 boys under me that I see personally every two weeks. At least, I have an assistant. He and I divide them up, sir.

The CHAIRMAN. That is one of the 14 districts, is it not?

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Mr. JOYCE. Yes, sir.

The CHAIRMAN. Inevitably, the time will come when there will be great congestion, when these boys will be turned out pretty rapidly. How are you going to take care of them?

Mr. JOYCE. There are two obligations on the part of the men with whom we have these boys for placement training. One is that he shall train this boy and teach him the game. The other one is that he shall give him a position when his training is through, or help me to get that boy a position.

The CHAIRMAN. Will that obligation remain? Do you think it will abide?

Mr. JOYCE. Yes, sir. They are all made with reputable business men, and it stands to reason that when a man has been working in your shop, or in your store, or in your office for a year or a year and a half, or two years, and he has finished, by the time he has finished you are paying him extra money in addition to what the Government is paying, and it is perfectly natural that you are going to keep him there, because he knows your ways, and your methods, and you have taught him your business.

The CHAIRMAN. Mr. Joyce, you are working in the fourth district?

Mr. JOYCE. Yes, sir.

The CHAIRMAN. Are you acquainted with the work over in the Baltimore office?

Mr. JOYCE. The Baltimore office is my headquarters.

The CHAIRMAN. What can you say about the general attitude toward the soldier of the office in Baltimore?

Mr. JOYCE. Well, I am closely identified with the Baltimore office, for the reason that when the Baltimore office was first started it was here in Washington at 606 F Street, from August, 1918, to May, 1919, when they moved their headquarters to Baltimore, for the reason that they thought there were more opportunities in a larger place. That brought me in personal contact with the men at that time who had started with the board, and I think I can safely say that the attitude of the men toward the soldier was to give them every advantage.

The CHAIRMAN. Would they become impatient with the persistence of the soldier in wanting his training?

Mr. JOYCE. I do not believe I have ever, in my experience with the Board for Vocational Education, seen one of my coworkers lose his patience, or speak harshly to a soldier.

The CHAIRMAN. Will that apply to the district office as well as to the central office?

Mr. JOYCE. To the district office as well as to the central office?

The CHAIRMAN. Yes.

Mr. JOYCE. I can not imagine anybody at the central office doing it. Of course, I am not as intimate with the central office as I am——

The CHAIRMAN. You speak then with reference to the district office?

Mr. JOYCE. Of my district office.

The CHAIRMAN. There were in the beginning delays, were there not?

Mr. JOYCE. Yes, sir. Those delays were just as Mr. Braham has explained to you. Just after the armistice was signed, you must

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not forget that the Federal Board was then in its infancy. Prior to the signing of the armistice we were working down there trying to get the forms, the different forms that were to be used in the conduct of the business. Suddenly the armistice was signed, and in the meantime there were a lot of men at Walter Reed, and those men were being discharged. There was nobody at Walter Reed then to tell them what to do, to make out their claim for compensation, or see about their back pay. Those people would then go to our people, the Federal Board, and they would give every one of them my name at 606 F Street. If you will pardon me, I did not have any official title then, but some of the boys gave me the title of "Chief Fretter," because whenever they did not know what to do, or had anything to worry about, they would put it on Joyce, so I did the worrying for them at 606 F Street.

Then they made me Personal Service Officer, and it was my duty to receive these men. When these men came to 606 F Street, I made out their claims for compensation, and took them over to our office at Sixth and E, had them sworn to. Then I took them across the street to Sixth and E, to the War Risk Insurance, and had an order made out for artificial appliances, and then to Col. Banks, Chief Medical Director of the Bureau of War Risk Insurance and had them examined, who told them what the procedure would be in the future with regard to getting their artificial limbs or arms or eyes, or treatment, whatever it might be. Then the boy was taken back to my office, and I went with him to the train, and put him on the train, and sent him home, and then the information was forwarded to the boy's district, that he was on his way home.

Now, I will come back to your question. The reason for the delay was that every one of these boys would say to me, as they had said to the advisor, "Well, I do not know what I am going to do. I do not know whether I am going to do this, that, or the other. I want to go home and find myself. I do not know where I am. I do not know what I am doing. When I get home and go through with this stuff, I am going to take it up." Whenever he did find out what he wanted, I would try to agree with him.

The CHAIRMAN. That was the rule everywhere, to let the boy go home a little while?

Mr. JOYCE. Yes, sir.

The CHAIRMAN. Before he started in this work?

Mr. JOYCE. That is what the majority of them wanted to do, to go home and consult with their people. I have advised many a boy to go home, and have a talk with his father, and if he did not have any father, to go to his bank, to his bank president, or to his minister, or to some big business man in the city, and put the case before him and say, "Advise me. Do with me as you would have somebody do with your boy."

The CHAIRMAN. What about the delays now in the district office?

Mr. JOYCE. I do not think there are any delays to speak of, sir.

The CHAIRMAN. What about the esprit de corps over there, the morale?

Mr. JOYCE. It is wonderful. I say that without the slightest hesitancy.

The CHAIRMAN. Is there any disaffection of any kind, any cross purposes, anywhere?

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Mr. JOYCE. I can not see any, sir. I get what I want, both from the central office and from my district office. I seldom go to the central office.

The CHAIRMAN. In your judgment, is the work successful?

Mr. JOYCE. Yes, sir.

The CHAIRMAN. Do you find any failures? I mean do you train people and put them out and find they do not succeed?

Mr. JOYCE. I have not had any experience like that. We have hardly had time for that, sir.

The CHAIRMAN. We will expect something of that kind later.

Mr. JOYCE. There has been some criticism about time, but if you want to give a boy an education, you have to put him through the graded school before he goes to high-school, and he has to go through the high-school before he goes to college.

The CHAIRMAN. You have had business experience?

Mr. JOYCE. Yes, sir.

The CHAIRMAN. I listened to that suggestion a moment ago about a person wanting to study—wanting to get in a school of finance and study accounting—who left school when he was in the eighth grade, and finds himself a man, disabled, and is anxious to get ready for this particular field. There is a certain amount of prevocational work that must be carried on before he could do the work he wants to do. Do you think there would be any doubt that he could get the prevocational work and that what he wants to do he could do ultimately?

Mr. JOYCE. Yes, sir. The best way to do would be as outlined by Mr. Braham; to send the boy first to the business college, and after he had been there six months——

The CHAIRMAN. Would there be any trouble in getting him in a business college?

Mr. JOYCE. Not a bit, sir.

The CHAIRMAN. He could get in all right?

Mr. JOYCE. Yes, sir; and after he has been there three months, six months, nine months, or a year, his tutor—his teacher—could tell whether he would eventually qualify as an accountant. An accountant has to be a pretty smart man. It takes a good deal of brains and a good deal of schooling.

The CHAIRMAN. A smart man, and a pretty responsible position?

Mr. JOYCE. And a pretty responsible position.

The CHAIRMAN. Have you yet found where persons eligible for training were not capable of getting it?

Mr. JOYCE. No, sir.

The CHAIRMAN. Even in that case we must meet with something of that sort.

Mr. JOYCE. I will correct that. In one or two instances I have changed a man's training from one thing to another. If you will permit me, I will cite you the instance. You were talking about deaf people. I had a man come to me who had been a newspaper man for two years, and he was studying, taking a law course, and had one more year to go. He broke the drum of his left ear, which made him very deaf. He took the lip reading, and he can carry on a splendid conversation if you are within 4 feet of him and talking to him. If you are talking away from him, he can not hear you.

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He was sent to me and wanted to take up newspaper work, and they asked me to readvise him and try to get him going.

Well, I took him to the Washington Times, and explained the circumstances, and they said they would give him a trial on newspaper work—that is, in the editorial department—and they would move him from the editorial to the business, and then rewriting articles, and I forget all the different phases, but they were trying to teach him the business. They did send him out on four assignments, and he came back with the goods on four interviews. I do not think the men interviewed knew he was deaf. But I find that that training has its limitations, and can only go so far, and he will never make a finished newspaper man. So I am taking that young man now up to the Department of Commerce, and having him taught to be an economic investigator, that is in the Department of Foreign Commerce. He is going to take a course in one or two of the foreign languages, and he will gather all the data and statistics up there, and before he has finished they will send him abroad to finish his training, and eventually we will have him pass the civil service examination, and he will get a very good berth, I think, in the Department of Commerce, or, if not, he may get a better berth with some big export house in New York.

Mr. BURROUGHS. About how many boys have you advised, Mr. Joyce, yourself?

Mr. JOYCE. About 6 or 10. They have all been advised when I get them. Mr. Burroughs, I have carefully avoided it. It is too much responsibility.

Mr. BURROUGHS. That part of it, then, has not been your special work?

Mr. JOYCE. No, sir.

Mr. BURROUGHS. It is rather in the way of placing them?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. And your title is supervisor?

Mr. JOYCE. No, sir; placement officer.

Mr. BURROUGHS. Are you connected, as placement officer, with the central office here, or is it with the Baltimore district?

Mr. JOYCE. I am with District No. 4. I have this territory in Washington, and a few miles in Maryland, and a few miles down in Virginia. We have another branch office in Roanoke, and we have one in Norfolk, and we have one in West Virginia—Wheeling, I think.

Mr. BURROUGHS. Did you state how many boys since you came with that office have been actually placed?

Mr. JOYCE. Placed on their own resources, and drawing money?

Mr. BURROUGHS. Yes.

Mr. JOYCE. No, sir.

Mr. BURROUGHS. Can you state about how many?

Mr. JOYCE. Well; I have not had any graduates as yet. I have not had any men come out of placement training to go into the job. They have not been with me long enough. I have some isolated cases. I would like to look them up in the office, men that I have placed and gotten jobs for, etc. Some of them did not take any training at all. I put them right in. They did not want any training.

Mr. BURROUGHS. Would you care to prepare a little list of such cases for the record, and have it go in the record?

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Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. I think the committee would like to have that done.

The CHAIRMAN. That will be done.

Mr. BURROUGHS. If you will prepare that and see that it gets here to us within a day or two——

Mr. JOYCE. Yes, sir. That is the number of men who have come through the Federal board, who have positions now, and are earning their own money through the operation of the Federal board?

Mr. BURROUGHS. Yes; or any other statistics of that general nature that you think would be of interest and of general value in this connection to this committee.

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. About how many boys have you now under your jurisdiction, as placement officer?

Mr. JOYCE. I think it is 97 or 98, but I have about 10 or 12 that are ready, and will be placed within the next 48 hours. I am simply waiting for them to come in. Their papers have been on my desk now from 4 to 5 days. I have not made contact with them yet. I have places for them, and as soon as the men come in there will be no trouble to put them in. The training has been outlined.

Mr. BURROUGHS. You have not found, as I gather from your testimony, any special difficulty in getting men placed for training?

Mr. JOYCE. No, sir; the cooperation that I am receiving from the business men and from the United States Government is wonderful.

Mr. BURROUGHS. Do you see any reason why there should be any special difficulty at any office, more than you have said at the Baltimore office?

Mr. JOYCE. I can not imagine it, sir.

Mr. BURROUGHS. There ought not, in your judgment, to be any special delay in getting the man actually placed for training?

Mr. JOYCE. No, sir; unless he has been surveyed for something rather exceptional that would be hard to find.

Mr. BURROUGHS. I think I understood you to say that at the present time, in your judgment, there is no special delay?

Mr. JOYCE. No, sir. As Mr. Braham, who has just preceded me, says, if a man comes through with his honorable discharge, and he has a disability, we can get him through within 24 hours, get him on the pay roll, and then there is no delay. We will finish him up after that.

Mr. BURROUGHS. Do you see any advantage in having any distinction between what has been termed here section 2 training and section 3 training?

Mr. JOYCE. Any advantage?

Mr. BURROUGHS. Yes.

Mr. JOYCE. The advantage is all in favor of section 2.

Mr. BURROUGHS. What I meant to ask by my question was, do you believe that there should be a distinction between section 2 and section 3? That is, do you think that all boys disabled to any appreciable degree, say, to the extent of 10 per cent, should receive training with maintenance, or not?

Mr. JOYCE. Yes, sir; I think they should receive it with maintenance.

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Mr. BURROUGHS. You would therefore be in favor of a change in the present law that would make that possible?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. To what extent, if at all, do you attribute the complaints that have been made heretofore by the disabled men to the fact that that distinction has been made up to this time?

Mr. JOYCE. Well, to the effect that it is trying to decide how a man is vocationally handicapped. There are two men who come out of the war, and they have their index fingers shot off. One man is a lawyer and the other man is a pianist. The lawyer is not vocationally handicapped, but the pianist is.

Mr. BURROUGHS. Well, now, who is the fellow to determine the extent of that vocational handicap?

Mr. JOYCE. I believe they term them the case board, sir, if I am not mistaken.

Mr. BURROUGHS. And if the cast board does its duty, the case board will find that the pianist, with his finger gone, is vocationally handicapped to a very substantial degree?

Mr. JOYCE. He has got to commence all over again. He can not carry on. If he was playing the piano for a living, he could not do it. He could in a measure give lessons, but it would be very helpful to him if he had that finger.

Mr. BURROUGHS. If the case board does its duty, when the next man comes up with the same disability and says he has been a lawyer, they will find he is not vocationally handicapped at all?

Mr. JOYCE. Yes, sir. I can not see where a man is vocationally handicapped that has lost his forefinger, if he is a professional man. That is my own personal version of it. I am not speaking for the case board. That is where a man gets section 3 and section 2.

Mr. BURROUGHS. From your personal observation and experience, would you say that the case boards have generally observed that distinction, or otherwise? Did you understand the question?

Mr. JOYCE. No, sir.

Mr. BURROUGHS. Do you think that the case boards have taken into account, when the two men that you speak of have come before them, taking your illustration, one being a lawyer and one a pianist, each with his index finger gone—have the case boards considered the man's vocation or business before he was disabled, in determining the extent of his vocational handicap?

Mr. JOYCE. Why, I do not see how they could do otherwise. They are determining the vocational handicap.

Mr. BURROUGHS. You would think, then, that they have done it?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. In accordance with what you think out to be done?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. I understand you, then, to say that there has or has not been much misunderstanding and dissatisfaction caused on account of the fact that there is a section 2 training and a section 3 training?

Mr. JOYCE. Why, yes; there has been more or less dissatisfaction among the boys who have been handed section 3 training, when they thought they ought to have had section 2, but I have not had much

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contact with them, because I am not in the advising end. That is all gone through with before I get the boys, and my part of the business just keeps me going all the time, because in addition to my work I look after a great deal of the war-risk work, personal work for the boys that are in our district No. 4.

Mr. BURROUGHS. And you would not actually have anything to do with these boys until after they had been before the case board?

Mr. JOYCE. That is all through before they reach me and are put right on the job. Sometimes they pass them along to me with the notice, "We have not enough of this boy's past history to determine the best method or the best training for him, and we are asking you to make contact and make your report back to this office, and if your suggestion, your recommendation, is compatible with his disability we will recommend it and you can so proceed."

Mr. BURROUGHS. Well, now, you would also have charge of the follow-up after the man is placed in training?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. Is that work being done at the Baltimore office?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. As it should be done?

Mr. JOYCE. It is being done in the Washington office.

Mr. BURROUGHS. As it should be done?

Mr. JOYCE. As well as it could be done. Of course, it will eventually get too big for me; but, as I say, there are two of us, Mr. Crowley and myself. We have got 50 men between us, and I know his men and he knows mine. We are supposed to see a man about every three weeks, and I have this contact myself. If a man is working for a firm and he does not come Monday they will telephone me on Tuesday, and Wednesday morning, if he is not there, I send the nurse. If the nurse reports back that he is ill we send a doctor. If the doctor says he can not stay at his home we send the wagon and he goes to the hospital.

Mr. BURROUGHS. How many men in such an office as the Baltimore district can one individual follow-up?

Mr. JOYCE. Well, I believe I could handle—I can only judge that from my own capacity, probably.

Mr. BURROUGHS. How many men do you think you are capable of following up?

Mr. JOYCE. I will not call for help until I get 150, although Washington, you know, is a "city of magnificent distances," and we do not have to go sometimes 10 miles from one place to another.

Mr. BURROUGHS. In order to follow up as many as 150 men, they would have to be in a pretty compact region, would they not?

Mr. JOYCE. They are. All my men are all around the business section of the city. I have one man at Hyattsville, and at Rockville, and places like that. I take the afternoon off and go out, leaving the office about 1 o'clock, and enjoy the car ride, and see the man, and come back, and take a little holiday, and spend the afternoon with him, but further than that I think I could easily handle 150 men.

Mr. BURROUGHS. Now, do you follow up the men you place not only in industries where they are on the job, but also the men who are taking institutional training?

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Mr. JOYCE. No, sir; I have nothing to do with the institutional training. If a man comes in the office who is an institutional man, if everybody is busy I try to wait on him and try to pacify him and try to interest him until the institutional man can get him, because he knows more about it than I do. In the same way they keep away from my man, because they know that I know him and know what he wants.

Mr. BURROUGHS. But it is equally important that that man should be followed up?

Mr. JOYCE. Yes, sir; to see that he is not playing hookey and he is doing his duty, etc. I think that is being done.

Mr. BURROUGHS. And that the Government is getting value received for its expenditure of money?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. This whole follow-up system is very important, both from the man's standpoint, and from the Government's standpoint?

Mr. JOYCE. It is almost impossible—I say almost impossible, but it is hardly possible for one of my boys to be away two days without my knowing it, because I am in close contact and I know these men that are hiring them, I know them personally, having resided here, not all my life, but since I was born, and I know all the business men, and I am very fortunate in having a personal acquaintance with the majority of them, and they take a great interest in the boys. When I tell a man that he is going to be this boy's counsellor, and that he is responsible, he just throws his chest out, and thinks he has got a lot of responsibility for that boy, and does take a great interest in him.

Mr. BURROUGHS. You have had quite an experience since you came with the Federal Board. Tell the committee, if you will, in a general way, if you see anything in the operation of the system now that, in your judgment, needs correction; I mean as it is operating at the present time.

Mr. JOYCE. As it is operating at the present time?

Mr. BURROUGHS. Yes.

Mr. JOYCE. No, sir. I have seen a great many faults corrected since I have been with the organization. When I say "I," excuse the "I," but I did something the other day that probably could not have been done six months ago. There was a certain gentleman came to me—in fact he is up at the Capitol, and his son was in Los Angeles. He said his son had been discharged a year, and that he had not wanted to make any claim for compensation or training, because his father is a public man, and he deferred it, but his father said, "I wish you would take it up with my boy. I went right to the War Risk, and explained the situation.

The public-health officer wired his man at Los Angeles, the boy was examined there the next day, and I had my central office wire our office in Los Angeles, and they saw him and made out his compensation papers, and a copy of his discharge, and forwarded them on here, and in 10 days the boy had been declared eligible for training under section 2 of the act. Later he was given compensation by the bureau, and it was only day before yesterday that a full check was mailed him at Los Angeles for the amount of money, 20 per cent.

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He got $12, I think, or $16 a month from the time of his discharge, and the check was sent to him. I got a very nice letter from the boy's father. I said I do not think we could have done that six months ago. There would have been too much red tape here, writing backward and forward, and getting permission from the central office, and that is why I say that it would have taken six or eight weeks to do it. That was not an exception. Anybody can do that, anybody who is connected with the board.

Mr. BURROUGHS. In your judgment, is there now too much of what you have termed "red tape"?

Mr. JOYCE. No, sir; they have eliminated a great deal of it.

Mr. BURROUGHS. Has the power been sufficiently decentralized, in your opinion, has enough of it yet been placed in the hands of the district offices so that they may act in the district offices with a reasonable degree of freedom?

Mr. JOYCE. Yes, sir; we can act in the district offices now with a reasonable degree of freedom; that is, the district vocational officer can. There are things that he can do that we can not in the branch offices. We submit cases for training to him and he gives his opinion right off the reel, and if there is any hurry, he will either telephone or wire.

Mr. BURROUGHS. There is no especial delay to-day occasioned because of the fact that the district vocational officer has to communicate with the central office before making the decision?

Mr. JOYCE. No, sir. Of course, these things have to go through the regular channel, but the delays in the channel are nothing compared to what they used to be.

Mr. BURROUGHS. You say that as a business man?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. Accustomed, as most business men, to take action in a rather direct way?

Mr. JOYCE. We are doing it now. We did not do it before. There were too many forms. It was the interpretation of the law, and I think they were afraid to go ahead.

The CHAIRMAN. You are excused.

(The witness was thereupon excused.)

TESTIMONY OF MR. THOMAS C. NALL, VOCATIONAL ADVISER, FEDERAL BOARD FOR VOCATIONAL EDUCATION, STATIONED AT WALTER REED HOSPITAL.

The CHAIRMAN. Give your full name and address.

Mr. NALL. Thomas C. Nall; my home address is Wheetley, Ark.; city address: 300 First Street SE.

The CHAIRMAN. What is your position, Mr. Nall?

Mr. NALL. Vocational adviser with the Federal board, stationed at Walter Reed Hospital.

The CHAIRMAN. How long have you been stationed at the hospital?

Mr. NALL. Since April 21, 1919.

The CHAIRMAN. What had been your previous training?

Mr. NALL. I have taught school practically for 20 years, with the exception of two years as a bookkeeper.

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The CHAIRMAN. You say you taught school for how long?

Mr. NALL. About 20 years.

The CHAIRMAN. What is your work at the hospital?

Mr. NALL. Vocational adviser.

The CHAIRMAN. Of what does that consist?

Mr. NALL. In making contact with the men before they are discharged; that is, the wounded men, the ones who are discharged, or what we term S. C. D., on a surgeon's certificate of disability, making surveys for these men. I believe the survey was explained a while ago.

The CHAIRMAN. How many men are there with you—I mean connected with the board—doing the work you are doing?

Mr. NALL. At the present time I have one man with me, Mr. Metcalf. Before he came out some weeks ago, Mr. Braham was with me out there, doing the same kind of work.

The CHAIRMAN. How many men would you have to survey out in a hospital like that?

Mr. NALL. I do not believe I understand your question.

The CHAIRMAN. I am trying to get at the amount of work you have to do.

Mr. NALL. Some days we have been very, very busy. We have had as many as three advisers out there at a time. They have been busy all day. Some days we are not so busy, but I should judge we have averaged somewhere between 8 or 10 men a day.

The CHAIRMAN. Could one man survey 8 or 10 men in one day?

Mr. NALL. Well, that would depend upon the man.

The CHAIRMAN. Which do you mean, the man surveyed?

Mr. NALL. The man who is surveyed. If you get hold of a man who has a good idea of what he wants to do, and when he tells you that, and you know it is a feasible line of training he is asking for, it ought not to take longer than 30 minutes to write that survey out: but when you get hold of a man who does not know what he wants to do, or what he can do, and you discuss the different lines of training that you think would be feasible for him, it takes more time.

The CHAIRMAN. Do you work every day out there?

Mr. NALL. I do.

The CHAIRMAN. How do you pick out the men out of the great group that has to be surveyed? Do you assume that every man is to be surveyed for vocational training, or is it only a certain class of men?

Mr. NALL. Only those who are going to be discharged on an S. C. D., and they are sent to the Vocational Board's office. This sometimes happens. If it is not convenient for those men to come to the office, in cases where we have double amputation cases, we go to the ward, making contact with the men there; but otherwise they are sent to the office.

The CHAIRMAN. What I am leading up to is, is it possible for a man to be discharged without having been surveyed, a man who is eligible for training, in order to have it?

Mr. NALL. Yes, sir.

The CHAIRMAN. That is possible?

Mr. NALL. That is sometimes done.

The CHAIRMAN. You were here a moment ago when I was speaking of these two men?

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Mr. NALL. I had a man get by me last week, a man by the name of Russo. When I was furnished the list of men who were to be discharged on S. C. D. and I took up this list, I found that this man, Russo, had not been surveyed. I phoned him the first thing that morning to his ward and asked him if he would come over, and he said he would. About noon I phoned him again, and he said he would come in the afternoon. In the afternoon I went to see him, and he said, "I am busy packing up and getting ready to get out of here, but I will see you in the morning at 9 o'clock." I never did make contact with him.

The CHAIRMAN. Was he a man with a limb off?

Mr. NALL. I do not remember his disability.

The CHAIRMAN. I am inclined to think that is the name of one of the boys that I was introduced to.

Mr. NALL. I do not remember his first name, but his last name is Russo.

The CHAIRMAN. Whose fault is it, Mr. Nall, when these boys get away from you?

Mr. BRAHAM. Pardon me, sir. I know George Russo. I have known him for a long time. He is an old ex-prize fighter in Newark, N. J. I have talked with him a dozen times about his future training. If George left without survey, it was because he wanted to. He did not know what he wanted to do, and thinks he will decide some time later.

The CHAIRMAN. I am rather of the opinion that that was the name. I thought it was Russell.

Mr. BRAHAM. A broad, dark-faced, stocky sort of fellow?

The CHAIRMAN. Yes; very muscular looking.

Mr. BRAHAM. With a leg amputated?

The CHAIRMAN. Yes.

Mr. BRAHAM. He was one who held up his discharge because he did not want to sign it. He held it up for six months.

The CHAIRMAN. Well, the hope was that nobody would get out of the hospital, where we had advisers located, without having a survey, so we would know what to do with him, and if there is any likelihood of many of those cases, it ought to be corrected.

Mr. NALL. Yes, sir.

The CHAIRMAN. If it is because you do not have men enough to do the work we ought to supply the men, because men who come out in the way this man did and talk not only to the public but to Members of Congress, they impress those who hear them that something is wrong, and they leave a very bad impression, not only of the work but of those responsible for having the work done, including Congress.

Mr. NALL. I do not believe there is a man in that hospital out there who does not know about the Federal Board. I talk with the men a good deal, and I have put that question to them: "Is there anybody in your ward who has not heard of the Federal Board and does not know that we have an office here?" And they have said, "No; I do not think there is a man in the crowd but what knows it." There might be some men who might not hear of it, but I do not see how it is possible to be out there and not hear of it.

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The CHAIRMAN. What is necessary for you to be permitted to survey a man? Is there a permission that you have to get from the military authorities?

Mr. NALL. Well, no. Rather than getting permission, the military authorities really assist in sending the men to me.

The CHAIRMAN. There is no conflict there, then, between the two, the civil authority and the military?

Mr. NALL. Not since I have been there, that I have ever known of. The medical staff there has been very kind indeed in furnishing the medical data and copies of discharged. I never met a more courteous bunch of men in my life than the officials out there at Walter Reed.

The CHAIRMAN. There is cooperation?

Mr. NALL. Yes.

The CHAIRMAN. Is there any of what we call prevocational training carried on in the hospital, which we used to call curative or bedside training?

Mr. NALL. Yes; if you term that work that is done by the occupational therapy department there prevocational training.

The CHAIRMAN. That is done under the direction of the military authorities?

Mr. NALL. Yes, sir. I can give an illustration of that. Sometime ago a young man came up for survey, and he was undecided as to what line of work he would like to follow. His education was limited, and I sent him down to the acetylene welding shop. I had just checked up on his survey, and I told him to go down there and stay a week or 10 days, and then come back and we would finish that survey. When he came back he was delighted with that line of work, and we have recommended that line of work for him.

The CHAIRMAN. The law does not presume to force anybody to take training; it is always voluntary. What is the attitude of the boys in the hospitals toward training?

Mr. NALL. The majority of them want training.

The CHAIRMAN. Do you find some who do not want it?

Mr. NALL. I have found a very few who did not want training. I think they absolutely want training, beyond the shadow of a doubt, in the majority of cases. There are some who have said they do not want any training, but very few.

The CHAIRMAN. When you find a person like that, what is the attitude toward him?

Mr. NALL. Well, it is like this: I try to explain to that boy that it is to his advantage to take the training, and I have used this illustration in talking to him: That it is like the old story about taking a horse down to the brook to drink. The water is there for him, but if he does not drink he does not have to; there is nothing compulsory about it. The difference in this case is that the Federal Board is bringing the brook up to the man to drink, and if he wants it, all right; if he does not, there is nothing compulsory about it. We can not make him take it.

(The witness was thereupon excused.)

The CHAIRMAN. The committee will stand adjourned until 10 o'clock to-morrow.

(Whereupon, the committee adjourned until Tuesday, May 11, 1920, at 10 o'clock a. m.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Tuesday, May 11, 1920.

The committee met at 10 o'clock a. m., Hon. Simeon D. Fess (chairman) presiding.

TESTIMONY OF MR. JOSEPH B. McANDREW, 2240 TELEGRAPH AVENUE, BERKELEY, CALIF.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Mr. McAndrew, give your full name and your present address.

Mr. McANDREW. Joseph B. McAndrew, 2240 Telegraph Avenue, Berkeley, Calif.

The CHAIRMAN. Mr. McAndrew, where are you located just now?

Mr. McANDREW. In Washington I am located at 101 Massachusetts Avenue, NW.

The CHAIRMAN. Before coming to Washington, where were you?

Mr. McANDREW. Just previous to coming to Washington I was at Dandridge, Tenn., for a short time.

The CHAIRMAN. And where had you been before you came to Dandridge, Tenn.?

Mr. McANDREW. The University of California, Berkeley, Calif.

The CHAIRMAN. In school there?

Mr. McANDREW. In training under the Federal board.

The CHAIRMAN. You are a service man, then?

Mr. McANDREW. Yes, sir.

The CHAIRMAN. What was your service?

Mr. McADREW. Well, my service was nine years in the Regular Army, three years in the National Guard of Texas, and two years in the National Army.

The CHAIRMAN. Did you serve in this war?

Mr. McANDREW. Yes, sir.

The CHAIRMAN. Were you overseas?

Mr. McANDREW. Yes, sir.

The CHAIRMAN. When did you go over?

Mr. McANDREW. I went over on July 6, 1918.

The CHAIRMAN. Were you in action?

Mr. McANDREW. Yes, sir.

The CHAIRMAN. Where?

Mr. McANDREW. At St. Mihiel, Verdun, and the Argonne.

The CHAIRMAN. Were you wounded?

Mr. McANDREW. Yes, sir.

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The CHAIRMAN. When were you discharged?

Mr. MCANDREW. I was discharged the 10th of May, 1919.

The CHAIRMAN. What was your disability?

Mr. MCANDREW. Fifty per cent.

The CHAIRMAN. What was your wound?

Mr. MCANDREW. My wound was a wound in the left knee and slightly gassed and one wound above the left eye, slight.

The CHAIRMAN. In your rating by the War Risk Insurance, what was your compensation allowance?

Mr. MCANDREW. My compensation allowance under the War Risk is unknown for the simple reason that while I received 50 per cent disability, I was termed a total disability because I went into training almost immediately and I never investigated just what I would have received if I had not gone into training.

The CHAIRMAN. You were discharged at what time, did you say?

Mr. MCANDREW. I was discharged the 10th of May, 1919.

The CHAIRMAN. Where were you discharged?

Mr. MCANDREW. I was discharged at the Presidio, San Francisco, Calif.

The CHAIRMAN. And entered the California University in training how soon afterwards?

Mr. MCANDREW. I entered training at Davis University Farm School the 9th of June, one month lacking one day after my discharge.

The CHAIRMAN. Did you have any difficulty in making contact with the board?

Mr. MCANDREW. Absolutely none, sir.

The CHAIRMAN. Did you encounter any delay in the final adjustment of your case?

Mr. MCANDREW. None, sir.

The CHAIRMAN. How long were you at this farm?

Mr. MCANDREW. I was at this farm from the 9th of June until about the—I have letters here that I could read that would bring all that out, and I think it would be well to have them in the record showing just the action that was taken by the board in my case.

The CHAIRMAN. Since we have had nothing from that district on the coast, we would be glad to have you read them.

Mr. MCANDREW. All right, sir. On the 22d of May, 1919, 12 days after my discharge from the service, I received the following letter from the Federal Board for Vocational Education for the twelfth district, not in answer to any letter I had written, but just a follow-up letter:

MAY 22, 1919.

MR. JOSEPH B. MCANDREW,
Arroyo Sanitarium, Livermore, Calif.

DEAR SIR: Some time has elapsed since you were interviewed by a representative of this board, and we wish you to know that your case has not been forgotten. Recommendation for training has already been made by us to our central office in Washington, and we are hoping for an early reply. We will advise you as soon as word is received, and trust that you will be able to take advantage of the opportunity when you are notified.

Please inform us at once in case this letter has not been correctly directed, or in case of further change of address, in order that we may be able to reach you at all times without delay.

Very truly, yours,

R. T. FISHER,
District Vocational Officer.

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The CHAIRMAN. What is the date of that letter?

Mr. MCANDREW. May 22.

The CHAIRMAN. And you were discharged on what date?

Mr. MCANDREW. I was discharged the 10th of May. Two days later I received another letter, showing they had acted promptly in regard to my case and made arrangements within two days even.

MAY 24, 1919.

Mr. JOSEPH BLAINE MCANDREW,
Arroyo Sanitarium, Livermore, Calif.

DEAR SIR: We are requesting the central office in Washington, D. C., to approve for you a course of training in agriculture, majoring in rural institutions, at the College of Agriculture, University of California, Berkeley, and Davis.

We are sending you herewith some mimeographed notes containing full information regarding the special agricultural courses that will be given at Davis during the coming summer. These courses have been prepared especially for the men desiring agricultural training under the provisions of this board, and will be of a very practical nature. After these courses are over you could continue your training in the regular courses of the College of Agriculture.

You will note that these special courses begin on June 9, and that the first three weeks consist of a course in horticulture, parallaled by another course in farm-tractor operation.

Kindly examine this material and advise us immediately whether or not you desire to take advantage of any of these special courses. If so, we will make an effort to secure the approval of the central office for your training before June 9. We will also make arrangements for your transportation to Davis.

Trusting that you will give this matter your careful and early consideration, we beg to remain,

Very truly, yours.

R. T. FISHER,
District Vocational Officer.

The CHAIRMAN. That was two days after the first letter?

Mr. MCANDREW. Two days afterwards. Now, on the 9th of June I went to the office of the board, or rather it was the 8th of June, a day previous, I went to the district office of the board. They had sent me transportation, and in about 20 or 30 minutes they made arrangements for my transportation, and, accompanied by six other men, I took the six men to the Davis Farm School, about 90 miles northwest of San Francisco. They have a farm there of 1,100 acres, and I would like to state now——

The CHAIRMAN (interposing). Did you not use the pronoun "I" and say, "I took the men"?

Mr. MCANDREW. They turned the men over to me, sir, and we went up to Davis. That was a receiving station, in fact, and they had arrangements made whereby men could take almost any kind of training there preparatory to the work they cared to go into, whether it was mechanical, literary, agricultural, or what. They had that arranged. They even had a school there for those men who were deaf, and I think they had the second largest school for deaf boys in the country.

The CHAIRMAN. I am interested to know why they turned the men over to you.

Mr. MCANDREW. Well, I do not know, unless they just thought I had a little more service than the others, perhaps.

The CHAIRMAN. There was no one connected with the board to go with them?

Mr. MCANDREW. With us?

The CHAIRMAN. Yes.

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Mr. McANDREW. The board at that time was very busy and I suppose they did not have anyone to send.

Mr. NELSON. How far did you have to go?

Mr. McANDREW. Ninety miles.

The CHAIRMAN. I do not know whether there would be any necessity for a member of the board to go; I am not sure about that.

Mr. McANDREW. None whatever; in fact, they were sending men up there every day and it would have been a task for one man, and the law, as I understand it, did not make any arrangements for a man to accompany these men from their residences to the places of training.

The CHAIRMAN. What I had mainly in mind was to fix your relationship with the board, whether you had any official relationship with the board.

Mr. McANDREW. None at all.

Mr. NELSON. And were you chosen probably because you had been longer in the service or because you were less disabled?

Mr. McANDREW. I would suppose that. I do not know what prompted them to select me for that position or anything like that.

The CHAIRMAN. What had been your education?

Mr. McANDREW. Previous to that time?

The CHAIRMAN. Yes.

Mr. McANDREW. I had been out of school for 15 years.

The CHAIRMAN. How far had you gotten when you left school?

Mr. McANDREW. I had completed high school.

The CHAIRMAN. That is sufficient; go ahead.

Mr. McANDREW. We arrived in Davis and everything was very satisfactory up there. The training started immediately, classes were established in botany, horticulture, tractor operation, classes in English, and numbers of other courses that I do not remember just now, that I was not particularly interested in personally. Then we organized all the wounded soldiers at the Davis farm into what was known as the independent war veterans and tried to establish a good spirit, you know, and keep them cheered up.

The CHAIRMAN. Upon whose initiative was that?

Mr. McANDREW. Upon mine, sir. I will read this letter. The next letter I received was dated June 25, 1919:

Mr. JOSEPH BLAINE McANDREW,
University Farm, Davis, Calif.

DEAR SIR: I wish to both congratulate you and thank you for the work that you have been doing at the University Farm School by way of assisting in organizing the men and fostering a good spirit among them.

I am sorry to say that we have not as yet received the final approval for your training, and this being the case I would recommend that you plan on taking the next series of courses at Davis rather than attend the summer session at Berkeley. Also considering the fact that Dr. Meade is not very active as yet, I think you will find that the next six weeks at the university farm school will probably be of more value to you than any work that you could secure at Berkeley. You will find the next series of courses in agronomy, irrigation and farm management very practical, and I am sure you will get a great deal out of it.

We are sending another letter to Washington this morning, asking them to give us an early decision on your case.

Should you be in need of any funds please advise Mr. Kelly to this effect, and he can request a loan for you from the Elks' fund. Your pay started from the day that you entered training.

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The CHAIRMAN. Who was Dr. Meade?

Mr. MCANDREW. Dr. Meade is professor of rural institutions at the University of California.

The CHAIRMAN. Was he associated with this farm?

Mr. MCANDREW. No, sir; his work was all at Berkeley—the college of agriculture at Berkeley.

The CHAIRMAN. Was he identified with the board?

Mr. MCANDREW. Not at all, sir.

The CHAIRMAN. What does the letter mean when it says, "Dr. Meade is not very active as yet"?

Mr. MCANDREW. He had been ill, but he was the man I wanted to take this work under.

The CHAIRMAN. I understand.

Mr. MCANDREW (reading):

In looking through your file I think it is necessary for you to have vouchers filled out supporting your wife's dependency. I will ask Mr. Howland to write you in detail as to just what is necessary. As long as you are on the receiving-station basis your pay will run at the rate of $75 per month.

I expect to be up to the farm school Tuesday of next week and will look forward to seeing you at this time.

Very truly, yours,

V. C. BRYANT,
Special Agent in Agriculture.

R. T. Fisher.
DVO.

The CHAIRMAN. That letter is dated the 25th of June, and you reached there about the 10th of June?

Mr. MCANDREW. Yes, sir; the 8th, in fact. Now, I wanted to take as much work as I possibly could at Davis and also at Berkeley—they work together— and I had been recommended or my recommendation was pending for this work at the two places, so I wrote Mr. Bryant a letter in July—I have forgotten the exact date—asking that I be allowed to go to Berkeley to take the summer course there, as it fell in line with the work I was training for.

The CHAIRMAN. Could you not get that at the farm?

Mr. MCANDREW. Well, I could get that in a way; yes. I could get that which would be of great interest and in a way a necessity.

The CHAIRMAN. Why did you want to go to Berkeley?

Mr. MCANDREW. Because the work they had to offer during that summer session fitted more closely in with the work I had been taking up.

The CHAIRMAN. Does that mean that you were working at this time at the farm?

Mr. MCANDREW. Oh, yes; I was taking my course right along.

The CHAIRMAN. You were just planning for the summer session?

Mr. MCANDREW. Planning for the future; yes, sir. So in answer to that I received this letter dated July 7 almost immediately answering my letter:

Mr. JOSEPH BLAINE MCANDREW,
University Farm, Davis, Calif.

DEAR MR. MCANDREW: Replying to your letter of July 5 to our Mr. V. C. Bryant, we note what you say regarding being desirous of beginning your training at Berkeley during the present summer session.

Owing to the fact that we have not received formal approval for your training from Washington our supervisor of training considers it advisable for you to remain at Davis on receiving station basis until such time as this approval is received.

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for the Blind took over the plant, and the men have been sent there since that time.

Mr. DALLINGER. So that has been about a year. You mean in May, 1919?

Mr. MOLTER. A number of them; yes.

Mr. DALLINGER. That is, those who have been there longest have been there about a year?

Mr. MOLTER. They have been there about a year.

Mr. DALLINGER. Are you familiar, Mr. Molter, with the way the problem of the blind has been met by Canada, England, France, and the other countries? Have you made any study of it?

Mr. MOLTER. I have done some reading; yes.

Mr. DALLINGER. Do you know what the general policy has been, say, in Canada?

Mr. MOLTER. I know that there is an organization in Canada—the National Institute for the Blind. I know the man who is in charge of the work there, and something about the work which they are doing, and, of course, I know about St. Dunstan's. I have read about the schools in France and in Italy.

Mr. DALLINGER. Do you have a number of schools in those countries, or just one school?

Mr. MOLTER. In France there are several schools.

Mr. DALLINGER. Government schools?

Mr. MOLTER. Some of them are government schools, and some of them are not. In Canada I believe the work is centralized under the National Institute for the Blind. In England, of course, it is at St. Dunstan's.

Mr. DALLINGER. So far as you know, Mr. Molter, at the present time, whatever it may have been in the past, there is no delay in prompt action by the board on applications for training from soldiers who are blind or partially blind?

Mr. MOLTER. There is none. As I said, we have 251 cases. We have established contact with 250. The other one probably we have established contact with now, because we have a representative traveling through the South now personally visiting the homes, and it is our aim to visit each home and to educate the family as well as the man, because that is one of the most important of our activities.

Mr. DALLINGER In your opinion, all the soldiers who are suffering from total blindness, or what you call commercial blindness, which gives them a vocational handicap, are being promptly taken care of?

Mr. MOLTER. They are.

Mr. DALLINGER. And the only cases where the men are not actually in training are where they are in the hospital, or where they refuse training, or where they have not quite decided?

Mr. MOLTER. Yes, sir.

Mr. DALLINGER. I think that is all.

The CHAIRMAN. Mr. Molter, before we excuse you, comparatively speaking, is this work more expensive than any other rehabilitation work?

Mr. MOLTER. I consider it more expensive.

The CHAIRMAN. I should think so, having so widely scattered activities all over the country. I wondered just how much follow-up, or how much associate work you can do with one person away off at one point and another away off at another point.

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Mr. MOLTER. That is one of our hard problems. We try to solve it in this way, by using the existing institutions for the blind in the country as assistants in the investigation and subsequent follow-up work. That is where we believe the existing institutions can function.

The CHAIRMAN. Is there any let up of the work because of the expense, or are you going to——

Mr. MOLTER. There is not. We are going ahead and doing it.

Mr. DALLINGER. Mr. Molter, will you give us your opinion as to whether or not the United States of America, through the Vocational Board, is doing as much for the blind soldiers as any of the other countries?

Mr. MOLTER. It is my opinion that it is doing as much, if not more, for the blind soldiers.

The CHAIRMAN. You are excused, Mr. Molter.

(The witness was thereupon excused.)

(Whereupon a recess was taken until 2 o'clock p. m.)

AFTER RECESS.

The committee reassembled at 2 o'clock p. m., pursuant to recess, Hon. Horace M. Towner presiding.

Mr. TOWNER. The committee will be in order. Col. Evans, you may take the stand.

STATEMENT OF DR. HORACE MARTIN EVANS, SENIOR SURGEON, UNITED STATES PUBLIC HEALTH SERVICE.

The witness was sworn by Mr. Towner.

Mr. TOWNER. What is your full name, Colonel?

Dr. EVANS. Horace Martin Evans.

Mr. TOWNER. And what is your rank?

Dr. EVANS. Lieutenant colonel—or now senior surgeon in the Public Health Service.

Mr. TOWNER. You are detailed for work at the central office of the Vocational Board?

Dr. EVANS. The Federal Board for Vocational Education; yes, sir.

Mr. TOWNER. Of course your work is exclusively with the rehabilitation part of that service?

Dr. EVANS. Yes, sir.

Mr. TOWNER. In a succinct manner state what the nature of your duties with the board are.

Dr. EVANS. I have only been with the board since February 1st, and am detailed as medical officer in vocational training. As such officer I am to assist in finding out the work in Public Health hospitals and in other institutions, such as private sanatoria; and also to assist in installing the work. There is a committee of three that have it in charge and I am the representative of the medical side of that work.

Mr. TOWNER. Who are the other members?

Dr. EVANS. Capt. Smith is in the training section and there is another man—Mr. Taylor from the placement section.

Mr. TOWNER. Do you have anything to do with determining when a man shall be discharged from the service and placed in vocational training?

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Dr. EVANS. No, sir.

Mr. TOWNER. That is done exclusively by the officers in the hospitals?

Dr. EVANS. Yes, sir.

Mr. TOWNER. Do you have anything to do with the placing back in the hospitals of the soldiers that have been placed in training but whose training has been discontinued because of their disability?

Dr. EVANS. No, sir; my function is to plan for the training and the personnel in these institutions, and to supervise the work.

Mr. TOWNER. I am coming to that in a minute. Your work, then, is exclusively limited to the vocational work that is possible as part of the treatment in the hospitals before the discharge of the soldier?

Dr. EVANS. Hardly, sir. The treatment is divided into two portions. The Public Health have charge of the occupational therapy, and that part of it that is of a nature of treatment, and we come in under the Federal Board and take charge of the man after he is sufficiently convalescent to take up some prevocational work or vocational work. It is, however, absolutely impossible to make a definite line of distinction between occupational therapy and vocational, because vocational may have therapeutic value.

Mr. TOWNER. Yes; I understand.

Dr. EVANS. It may be the best thing that could be done.

Mr. TOWNER. Just as the occupation may be part of the treatment of the soldier?

Dr. EVANS. Yes, sir.

Mr. TOWNER. Then you really try to take charge of the soldier, or see that he is taken charge of, as soon as the treatment of the soldier primarily, because he is sick or disabled, is done?

Dr. EVANS. Yes, sir.

Mr. TOWNER. Is this work carried on in the various hospitals by men in the service, by surgeons who are in the service?

Dr. EVANS. Not by surgeons, sir. The work is planned in this manner: We have authority to go into any public health office and make a survey in conjunction with the medical officer in charge or his representative, and if there are those men there who are physically able to undertake some prevocational training, those men are gotten together and they are surveyed and the work then is inaugurated under the direction of an educational director who is an educator and not a physician; and he is assisted by teachers, if possible those who have had Army experience in teaching disabled men.

Mr. TOWNER. Ordinarily does this prevocational training have any connection with the vocational training that is to follow?

Dr. EVANS. It is designed to do that, sir; but there are certain things that are fundamental to all successful vocations, and as you know, perhaps, a large percentage of these men need fundamental work—I mean 25 per cent, perchance, are relatively illiterate; 75 per cent have less than a high school education, and for any successful vocation they should have work in a preparatory way.

Mr. TOWNER. That is carried on in the hospitals before they are finally discharged from it, sometimes?

Dr. EVANS. That is our purpose, sir; when a man is capable of going to the schoolroom by the permission of the medical officer, to

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utilize his time in this fundamental preparation, or if he does not need that, more purposeful vocational work is given. But the large part of the work would be preparatory.

Mr. TOWNER. Do you have anything to do with manual training at all in this prevocational work?

Dr. EVANS. As it is so understood in high schools and others; yes, sir. There are certain hospitals that will be equipped for a limited amount of manual training work. It is not feasible to attempt to equip each hospital, but if we find a man in one hospital who has developed a particular tendency toward some manual training line, we can transfer him to a place where equipment and opportunities are furnished.

Mr. TOWNER. What is done, if anything, toward what is generally called "building up the system," strengthening the whole physique and resistive capacity of the men?

Dr. EVANS. That would come primarily under the medical jurisdiction. However, in most hospitals there is attention given to the physical training, but it does not come primarily under our direction.

Mr. TOWNER. What is the condition of these men with regard to hygienic habits and what is done, if anything, to remedy and establish better conditions in that regard?

Dr. EVANS. I did not get one word there—hygienic habits?

Mr. TOWNER. Yes.

Dr. EVANS. The purpose of this effort to occupy their time is to prevent the degeneracy that absolutely follows indolence, and we find that as long as these men are occupied by the teacher in something that is purposeful, certainly during all that time the tendency is in the right direction, and during the time they are in any preparation for a succeeding lesson, they are properly occupied, and by adjusting the work to meet the physical condition of the man, much of their time can be absolutely controlled by this prevocational training. And it is the greatest aid in morale that the institution can have.

Mr. TOWNER. I agree with you, but I wanted to include in that such matters as personal cleanliness, care of the teeth and eyes, and habits of bathing and other habits of that character. What is your observation and what is done to improve conditions in that regard?

Dr. EVANS. This would not come primarily under the jurisdiction of the line of work that I am doing, but my observation is that these men are taught by the hospital authorities and those in direct charge of them physically as to the care of their body in every way, and its relation to their recovery.

Mr. TOWNER. What is your observation as to the response that the men make with regard to those matters?

Dr. EVANS. During the time of the war I think the morale of the men was absolutely all that one could expect, and they did everything to further their physical interests, and so on. I believe that after the armistice there was a general relaxation, and now it is my observation that they must be instructed about these things and have their attention called to it. In other words, they do not seem to be just quite so alert toward their physical condition as they were before.

Mr. TOWNER. For instance, a surgeon who served during the war in one of the large cantonments told me that it was a surprise and a

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great disappointment to him to note the number of young men that came into the service without any health habits, and that it was quite difficult to make them see the necessity of it. I was wondering what was the condition when they had been or were about to be discharged from the service?

Dr. EVANS. Well, in the Army hospitals the reconstruction division—as I was chief of that division for seven months—they had a physical director and it was his business to give exercises to those who needed it, and this was done largely under the direction of the department of physiotherapy as a part of their treatment. Then, of course, they engaged in games. Now, there is some of that work done in the hospitals now, but it does not come under the direction or the section with which I have any special relationship.

Mr. TOWNER. Do you come in personal contact with the men at all, Colonel?

Dr. EVANS. Only as I go out initially to survey the place in order to find space and facilities; and then subsequently if I go to inspect the work, to see how they are getting on. In those relations I come in contact with the men.

Mr. TOWNER. I presume you agree with others that one of the most difficult classes of disability is the tubercular patient, the mental patient, and those suffering from epilepsy and diseases of that kind?

Dr. EVANS. You have used there three types. There is a difference, in my judgment, as to the different types you have mentioned.

Mr. TOWNER. We would be glad to have you——

Dr. EVANS (interposing). I would say, sir, that the epileptics present perhaps the hardest problem in rehabilitation; then the mental cases other than epileptics come next. The tuberculous individual does not present such a hard problem, other than that he may die from tuberculosis; but so far as rehabilitating this man, if his resistance is sufficient to overcome the disease, that problem is not so difficult.

Mr. TOWNER. Do you not find, and have you not learned from observation and reports from others, that the tubercular patient is very often apt to become very much despondent and disheartened and not inclined to take an active interest in his work?

Dr. EVANS. That is true, sir; and there is an element of psychosis in most of those cases. In other words, you have to treat the mind as well as the body, in a sense.

Mr. TOWNER. I presume members of the committee as well as others receive a great many letters from men from various parts of the country. I have here a letter from a soldier boy who is now in Denver. He is a tubercular patient and this is an extract from his long letter:

I went to Albuquerque, N. Mex., after I was discharged, to escape the severe weather in the winter, and while there I worked half a day for the United States Public Health Service. I was in charge of the office for the State supervisors, so I had an opportunity to get a good view of the situation. My boss being a doctor, left everything possible for my attention, and so what I say is the real truth. We had soldiers from all parts of the country land in Albuquerque without a cent and with active tuberculosis. They had put in claims for compensation but had not received a cent. They had spent all that they had and all that they could borrow, and most of them were Bolshevists. They can not be blamed. After a year in the hospital these men do not want more hospitalization. Hospitalization is very depressing for the fellow that is

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able to be up and around, and to all appearances is perfectly healthy. What he needs is a sufficient pension so that he can rest for four or five years without any worry, and he will get well. It is not fair to discharge us lungers from the hospital and give us a stipend to live on. The doctors tell you that you can *not* work; they tell you that you must stay in this already overloaded section of the country. Isn't this social and economic isolation, together with the physical disability, worth something to the ex-service man? I think it is, and the only way for us to have 100 per cent Americanization throughout this country is to take care of the fellows who need and deserve it. I feel that you are in a position to realize that what I say is true.

I could write you pages of grief that I encountered while with the Public Health Service; of the dying men absolutely neglected and nothing being done. This can and will be remedied by the passing of legislation advocated by the legion.

What I wanted particularly to call your attention to was what impression you would derive from the mental attitude of this soldier. He seems to think that what these tubercular patients need is rest for four or five years, and that if they had a chance for this, with enough to support them, they would get well. What would be your impression with regard to that?

Dr. EVANS. In regard to that particular letter, I know nothing about the conditions in that hospital, as I have not visited that one. I have a very strong reaction, sir, about something that I hope to present to this committee along the line of what that soldier has mentioned, but it is not from the standpoint of wanting a longer or larger period of remuneration; but it is this—and I think that when I express my view you will see how it is applicable to this case.

I have just been through about nine different States in the past month, and I find that in every community there are a number of men who are not suitable for hospital care and should not be in their homes. As an illustration, in South Bend I found 16 mild mental cases. Six of them had attempted to hold a position but were not able to because of the effect it had upon them.

At Evansville I found 34, mostly arrested tuberculous cases but not sufficiently recovered to take any position.

At Chattanooga, Tenn., I found 22 of a similar type. And it occurs to me that, not in criticism of the Public Health or the Federal board or the War Risk either—because I only inquired for those men who are now drawing compensation from the War Risk Bureau—but there is not yet in the program any place devised or arranged to care for these thousands of men that I believe all medical authorities would agree would be better off, not in a hospital and not in a home, unless intimately supervised by medical men—given medical attention.

Mr. TOWNER. Let me interrupt you there, Colonel. Do you mean that to apply to the mentally affected?

Dr. EVANS. I do, sir; both mentally and tuberculous.

Mr. TOWNER. You would include both of them?

Dr. EVANS. These South Bend were mental cases. There are three or four or five mental cases at each of the other groups. I mean by that that those men are not—I will take the mental cases first. Those men are in such a condition that it is not wise to keep them in a hospital. The effect is depressing upon them, and they should be grouped where they can have proper direction from a medical standpoint, and also proper direction toward their rehabilitation. Now, these are drawing compensation from the War Risk; they are en-

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titled to class 3 training under the Federal board, but there is no way provided yet to group them so that they can avail themselves of that training.

Mr. TOWNER. How can they be placed in condition so they can be placed in training?

Dr. EVANS. They can not do it against their will. There is no way to force them, but if there was a provision made where these men could be placed, not as a hospital but as an institution where these things could be provided for them in the way of care and education, it would salvage as large a per cent as is possible to salvage of them.

Now, what I have said about the mental cases is true of the cases of tuberculosis—and I do not make this statement because any agency that is now acting is not meeting the requirements, but there must be something done beyond what is contemplated.

Mr. TOWNER. That is a very important recommendation, Doctor, and I would like to have you go more particularly into the matter in this regard. You say that they ought to be placed in some kind of an institution which should not be considered as a hospital, and yet where they could receive this proper care and treatment. For instance, would it be advisable to arrange for some central institution to which they could all be sent?

Dr. EVANS. I do not think, sir, that any one central institution could meet it. I think there must be many central institutions.

The next thing to this that we are planning is to group these men into the soldiers' homes, but there is an element in that that does not appeal as it should.

Mr. TOWNER. What about fixing up these unused cantonments that are about the country?

Dr. EVANS. I am familiar with most of the base hospitals, as I had to visit them while in the service, and at the present time it is very likely that they are in such a degree of deterioration from disuse that there would perhaps be only one or two of them that would be feasible. Might I illustrate what I mean by what I am saying, because I am certainly interested in this for the sake of the men?

Mr. TOWNER. We would be very glad to have you.

Dr. EVANS. I feel that—well, to refer to the figures that I can not vouch for the facts, because I have not access to the records, but I understand there were about 641,000 men discharged for disability; about 77,000 mild mental cases discharged; about 64,000 tuberculous cases discharged, and in our hospitals and institutions to-day we do not account for more than one-fourth of that number.

Dr. EVANS. I am taking these statistics as having been given to me; 641,000 total for disability of some kind; 77,000 mild mental cases; 64,000 tuberculous cases. Assuming that many of these have recovered, there still is out in the world somewhere the difference between those that are recovered and about 14,000 that are in the Public Health hospitals and the Bureau of War Risk—I haven't the latest figures.

So there is a vast number in each community of a type that the Public Health, under the present arrangement in a hospital, should not have, because it is not the best place for the man; the Federal board can not educate them because they are not in a position to take advantage of the class 3 training, which provides their tuition, books,

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etc., but nothing for their keep. They are not in a physical condition to take class 2 training, because they could not go to an institution—should not be sent to one to mingle with the normal individuals.

So it occurs to me that there should be in many States provision made for the fundamental education of the tuberculous in one group, the mild mental cases in the other, of that type of education that no institution in America is yet prepared to give them, because they can not be grouped with the average student. You take a man 22 years old and put him in the fourth grade in the public school, and he either disrupts the school or becomes discouraged. And I don't believe that we have yet met this particular phase of the work of reconstruction.

Mr. TOWNER. That is a very interesting suggestion, Colonel. Do you believe that it would be necessary to erect separate hospitals or institutions; or could they be obtained and perhaps leased for a few years while necessary?

Dr. EVANS. I think that they might be obtained or leased. I can say to you—I can give you the program that we are attempting under the soldiers' home proposition, and I will give you the reaction toward it. There are 10 of those homes with about 6,000 vacant beds. We have arranged with Gen. Wood whereby any ex-service man can be admitted to these homes. There are two objections, one of which I am informed by a letter from Gen. Wood to-day will be remedied—it is before the committee here. In the homes at present a man must state that he is indigent—that is, he is dependent—which is not true with these men. The War Risk Bureau has made a provision. So that law, I understand, it is hoped will be changed to say that these men are temporarily or permanently disabled. That is the truth.

Then, they are required to wear a uniform in the soldiers' homes. The mild mental cases would be depressed by that regulation. It is not a good thing.

At Dayton there are 2,500 Civil War and Spanish-American War veterans. These men that are there now, 125 from the recent war, together with any group that we may send for education, are associated with these very much their seniors, men who in a previous service became incapacitated. It does not occur to me that it is a very exhilarating thing to have about these men that we are trying to rehabilitate. I think you are thoroughly conversant with what I mean by that. I think it would be better if they could be housed in a similar condition away from others than their own groups.

Mr. TOWNER. I will say, Colonel, that that matter has been partially before Congress; that as to the grouping together of the soldiers of this war with the soldiers of the Civil War, the opinion of Congress is entirely in agreement with your own idea.

Now, you would advise—and it has been suggested—for instance, the consolidation of patients, of those who are now in the hospitals, who served in the Civil War and the Spanish-American War—that they should be consolidated in certain of these hospitals, and others left vacant so that they could be occupied by these men that you are speaking of?

Dr. EVANS. I think, sir, if these men could be grouped in institutions alone, we could meet the requirements. And if I might, since I am on this subject——

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Mr. TOWNER (interposing). Right there, before you make that statement, Colonel—for instance, you say that there are 14 of these hospitals?

Dr. EVANS. No, sir; there are 10 soldiers' homes.

Mr. TOWNER. Now, there are in all of the 10 soldiers' homes veterans of the Civil War and veterans of the Spanish War?

Dr. EVANS. And veterans, I presume of the World War?

Mr. TOWNER. There are at least those two classes?

Dr. EVANS. Yes, sir.

Mr. TOWNER. And in all of these hospitals, or most of them, at least, there are a number of vacant beds?

Dr. EVANS. I am so told.

Mr. TOWNER. So that perhaps you think that the veterans of the Spanish-American War and the Civil War could be consolidated into perhaps, well, just for illustration, we will say five of those?

Dr. EVANS. I don't know the number, sir.

Mr. TOWNER. I am not speaking about the number; I am speaking about the principle.

Dr. EVANS. Yes, sir.

Mr. TOWNER. Then, that would leave five to be vacated entirely, so that they could be used in the manner that you suggest?

Dr. EVANS. Yes, sir.

Mr. TOWNER. Is that your recommendation?

Dr. EVANS. Something like that would be very much better than to group them all together, in my judgment.

Mr. TOWNER. Now, go on with your statement, Colonel.

Dr. EVANS. Then I might say that we have another problem that is difficult.

There are 51 public health hospitals now functioning, with about 8,000 patients; there are 79 War-Risk Bureau hospitals—I mean by that, those places where they have placed men other than the Public Health, where there are 20 or more, and a great many others where there are less than 20, and the point I want to make is, if a provision could be made whereby these men could be grouped in larger institutions, it solves the problem of personnel to care for them, particularly from the standpoint of vocational training. Our greatest difficulty is to secure teachers.

I was assigned to this work on February 1. We have now 13 institutions in which we have started the work. We have 16 others that have been surveyed and we have not yet been able to secure the personnel for these places, and this total that I have referred to makes about 130, and to secure personnel for that number is a very great task, particularly when we are limited in the amount that we can pay these teachers, and if there could be a larger grouping of these men it would require fewer educational directors and we would then secure a better type, because we would have fewer, and then we could give a greater diversification of work, because with 20 men asking for something in the way of a vocation they would practically want 15 different things; 30 would only want 16: 100 would only want 18 different things, and you can see what I mean by being able, by collecting them in larger groups, to more perfectly meet their requirements.

Mr. TOWNER. Have you any further suggestion along that line—any further recommendations?

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Dr. EVANS. After my recent trip to New Orleans and to the South I made a memorandum to the training section in regard to this. I have taken it up with Mr. Lamkin; I have also written to the Surgeon General of the Public Health my convictions, and Mr. Lamkin asked me to present a solution, if I could.

I have not had sufficient time to definitely state what my convictions are, but I have the one that I have suggested and one other as a possible remedy.

I think it very much better if there can be a provision made to group these men where they can be cared for than to have them in their homes. If that is impossible, either from the standpoint that the man will not leave home or his friends will not permit him to go, the next thing to do is to go through the communities and group these men in school rooms or the Y. M. C. A. Building, or some suitable place in their own communities, and furnish them with teachers to meet their requirements, because they will not go into institutions and subject themselves to the embarrassment of being associated with very much younger people who are farther along than they are.

Mr. TOWNER. Now, you are speaking, Colonel, about the mentally defective and tubercular patients?

Dr. EVANS. Or any other disabilities, so far as that is concerned, but particularly the two cases that you mentioned.

Mr. TOWNER. Well, any other disabilities—you mean by that, diseases, not wounds?

Dr. EVANS. There are a great many men at home with a limb that has been injured and yet are not fully recovered to the degree that he can hold a job, or that he ought to go away to an institution, unless there is some special provision for his care. It is just a matter of time.

Now, as an illustration, I found six tubercular cases in South Bend at their homes, in a greater or less degree of advancement. Those men were taken home because they were wealthy or comfortable and could be cared for, and they wanted to do it; all the others were in institutions. But in every community there will be those, because of the home influence or something else, that are not yet able to carry on—they are not able to take up class 2 training under the board; the conditions are not suitable for them to take up class 3 training under the present provisions; they could not be in a Public Health hospital, and yet they are not cared for.

Mr. TOWNER. Of course you understand, Colonel, that we can not compel these men by legislation to take training.

Dr. EVANS. I know that.

Mr. TOWNER. Now, did you have a memorandum that you desired to present?

Dr. EVANS. No, sir; I said that I presented a little memoranda to my chief.

Mr. TOWNER. Did you desire to make any further statement?

Dr. EVANS. No, sir; nothing further, unless there are some questions.

I would like to say something further in regard to our relations with the Public Health.

Mr. TOWNER. Very well, we will be glad to have you do so.

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Dr. EVANS. As I say, we have now authority to go into any Public Health hospital, and we are going as rapidly as we can secure personnel; in fact, we are far ahead of the personnel. They are cooperating with the board in every way, and everything has been adjusted so far as any routine matters that were necessary in order to open channels of communication and of correspondence and of conference, etc.; and it is just a matter of getting the personnel.

Now, the matter of the private hospitals, we have to approach each individual, because we can't go there and say we are coming in, but we are met with the greatest courtesy from the men who have charge of the work of these private hospitals, and they are very glad to have the Federal board come in, because as a measure of morale it is of great advantage to them, and we have not been turned down anywhere. The difficulty, however, is that in some of the Public Health hospitals there is not a possibility of securing space, because all the space is occupied.

Mr. TOWNER. I think the committee will be very glad indeed to read your testimony, Doctor—those that have not had the opportunity of hearing it—and I am sure you have made some suggestions that are worthy of serious consideration by the committee, and I desire to thank you for them.

Mr. ROBSION. Mr. Chairman, just two or three matters that I would like to ask about.

Col. Evans, if I understood you, you stated that we have about 77,000 mental patients?

Dr. EVANS. I explained, sir, that I can not vouch for that number. It is a number that was given to me; but I am advised that that is the number that has been estimated of mild mental cases that were discharged from the Army—the total number.

Mr. ROBSION. And their mental disability was brought about through their service or caused by service?

Dr. EVANS. That would have to be established in each individual case, sir. It is presumed that that is true.

Mr. ROBSION. Well, has the War Risk Bureau passed on that many cases?

Dr. EVANS. No, sir; you see there were many of that number, per chance, that after a little while were recovered, if it was nothing more than a slight nervous breakdown; and I don't know what percentage of 77,000 the bureau has come in contact with. That does not come in my province.

Mr. ROBSION. You do not know what percentage of the 77,000 have come within the law?

Dr. EVANS. No, sir; I do not.

Mr. ROBSION. You spoke of 64,000 tubercular cases?

Dr. EVANS. Yes, sir.

Mr. ROBSION. Is that both the mild and active?

Dr. EVANS. Yes, sir.

Mr. ROBSION. How do you get those figures?

Dr. EVANS. I got both of these figures from a statement that Dr. Ru ker made at New Orleans last week; and that is why I say that I was just——

Mr. ROBSION (interposing). The War Risk has not declared that?

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Dr. EVANS. No, sir; I was there at a meeting of the military surgeons, and in a talk he gave those figures. I would not want them stated as being accurate, as coming from me. I have no access to them, but there are great numbers.

Mr. ROBSION. Would you think that practically all of these would be adapted to training if we adopted the policy of 10 per cent disability?

Dr. EVANS. No, sir; I would say that of the mental cases—now, I should not make a guess, but you want something, I presume.

Mr. ROBSION. What you are saying is very interesting.

Dr. EVANS. I should say perhaps 50 per cent of these in both cases would not come under the bureau or the board, having recovered.

Mr. ROBSION. What figures have you on men that have heart trouble in some form or other?

Dr. EVANS. I have not been paying any attention to that and I haven't any idea.

Mr. ROBSION. A great many men have heart trouble because of the service.

Dr. EVANS. I could only say in a way that I have from my previous experience in the Army hospitals, some general information, and the probabilities are there would not be more than 10 per cent of the number of cases, of heart cases, that would come under the disability. But I have no knowledge that would warrant my making a statement of that kind.

Mr. ROBSION. I do not know whether you stated or not—have you spent your life in the Army?

Dr. EVANS. No, sir; I was in the Surgeon General's Office 16 months; seven months of which time I was chief of the division of physical reconstruction and had charge of the work in all the Army hospitals.

Mr. ROBSION. What did you do before that? Have you stated that?

Dr. EVANS. Well, sir; I have been a physician; I have been a professor in a university; I get my living as a farmer, and have been a banker and also a wholesale lumber merchant.

Mr. ROBSION. You make your living as a farmer and banker and professor?

Dr. EVANS. That is, I am a long-distance farmer.

Mr. ROBSION. That is very interesting. What school were you professor of?

Dr. EVANS. I had my own school for six years, and then I was at Valparaiso University for 10 years.

Mr. ROBSION. Speaking of your own school, what was it?

Dr. EVANS. I owned an educational institution for six years.

Mr. ROBSION. What was it?

Dr. EVANS. The Chattanooga Normal University, Chattanooga, Tenn.

Mr. ROBSION. Then you are connected with the board now?

Dr. EVANS. No; I am detailed to the board. I am a public health officer detailed to the board.

Mr. ROBSION. Have you had any experience with the Cincinnati office or the Louisville office?

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Dr. EVANS. I have been to both of those places. I have had no special experience, only I went to Louisville to survey the hospital, the Marine Hospital there, and also the tubercular sanitorium, 7 miles out.

Mr. ROBSION. Members of the House have received a number of letters from soldiers complaining of the Cincinnati and Louisville office—the Public Health Service there. What is the trouble, anything?

Dr. EVANS. My position would not give me access to that to know. As I stated in response to inquiries, I have nothing to do with the Public Health Service in the hospitals other than the vocational training end, and I am very careful not to interfere or suggest in regard to treatment or anything that does not pertain to my particular business, because that is the only way I can succeed with my business.

Mr. ROBSION. Is the expenditure of the money by the Government justified from what you have seen of the development?

Dr. EVANS. My largest observation was in the Army, and I can say that any expenditure was justified that was made in the Army hospitals in rehabilitation if it did not do a thing more than add to a more comfortable existence during the hospital treatment, and I am frank to say that it did very much more than that.

Mr. ROBSION. It is an economic problem as well as a human problem?

Dr. EVANS. Yes, sir; and if I might suggest further, if we want to utilize what has been presented, we ought to be getting some lessons from what was done and is being done in the Army; what is being done and will be done in public-health hospitals, so that a law that has recently been passed can be more intelligently administered and successfully administered—and I refer to the recent enactment which provides for rehabilitation of industrial cripples.

If we do not go beyond that we are going to reap out of this what we ought to reap. It should include all classes of disabilities that are capable of rehabilitation, and that is where in the Army we had an opportunity to do that. If it was a T. B. man we did what we thought he should have; if it was a mild mental case we tried to meet that; if it was a surgical case we tried to meet that. And I am frank to say that as a practical citizen and as having had some experience as an educator, the money was well expended and there were great numbers of men that have been started on the road toward an education.

I saw a group of 60 Negroes in one class that were illiterate being taught, so I don't think we could measure it, however, from the effect it has from a curative standpoint, although that phase of it that was under my jurisdiction called physiotherapy is so firmly established that it will be a part of all hospital organizations in the future, and I believe occupational therapy will be.

Mr. ROBSION. Your thought is that this work should not only embrace the disabled men in the service of the Army and Navy, but should include all of our disabled people?

Dr. EVANS. All disabled people ought to have an opportunity to benefit by it, and we ought now to be correlating the information that will be usable, and there is no agency that I know of that is

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empowered to expend the money to correlate the knowledge that could be gotten now; and I am sorry to say that I have appealed to the Rockefeller Institute and I have appealed to other agencies, so that we could correlate the things that have been done and are being done, so that we would know just what to do for any man or woman that has been injured or is ill, as an adjunct to the treatment. Many individuals know a lot of things, but of the 30,000 aids that we had in the Army, and all of their different experiences—and these were cultured women, most of them—85 per cent of them college women; there were a great many skilled educators in the work, and yet there has not been a correlation of the information so that the things that were not useful could be eliminated and things that were practically purposeful preserved for the future. so that in any scheme of rehabilitation we could profit by this experience.

Mr. ROBSION. Well, is that plan being formulated or adopted—carried out?

Dr. EVANS. I am sorry to say that I know of no agency that is authorized to do that or is empowered to do it, or could expend any money to do it; but it is one of those things that I feel we are falling short of our opportunities by not doing.

Mr. ROBSION. That is all I have. You have made a very interesting statement, Colonel.

Mr. TOWNER. That is all, Colonel.

We will call Miss Enfield Joiner.

STATEMENT OF MISS ENFIELD JOINER, WASHINGTON, D. C.

(The witness was sworn by Mr. Towner.)

Mr. TOWNER. Miss Joiner, will you give your name, please, to the reporter, and your present address?

Miss JOINER. Enfield Joiner. Do you wish my legal address or my Washington address?

Mr. TOWNER. Both, if you please.

Miss JOINER. Talladega, Ala.; 1104 M Street NW., Washington, D. C.

Mr. TOWNER. What position do you now occupy with the Vocational Board?

Miss JOINER. Training assistant since April 16, 1920.

Mr. TOWNER. Will you give the committee a general idea regarding your duties, Miss Joiner?

Miss JOINER. I came to the board on January 12, 1920. I had had experience in the Army schools with the deaf men and speech-defect cases, and I had in my possession copies of records of the Surgeon General's office, and quite an intimate personal knowledge of a great many cases, all of whom I had taught or assisted in teaching. I came with those records, and with letters from the men to correlate those records with the records that the board already had, or wished to make.

My duties were to recommend and to inform the district offices of these cases; to handle all correspondence on cases having speech and hearing disabilities; to get in touch with the men themselves, if the board has not already done so, and to assist in every way in get-

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ting them in training; and to follow up their work after they had been placed in training.

Mr. TOWNER. You were particularly interested then in a particular class?

Miss JOINER. Yes; the men who had speech and hearing disabilities. By hearing disabilities I mean defective hearing to so great an extent that lip reading is necessary as a means of communication with other people, and by speech defects I mean cases of imperfect phonation due to wounds of the jaw, tongue, or face; cases of asphasia due largely to wounds in the left parietal region of the head, and cases of aphonia, due frequently to gas and to neurosis.

Mr. TOWNER. You collected from the War Risk Bureau the cases, the hospital cases, did you?

Miss JOINER. No; I have never been associated with the War Risk Bureau. For 18 months I was in a military hospital in charge of this work for the reconstruction department of the Surgeon General's Office.

Mr. TOWNER. Did you have a general hospital record?

Miss JOINER. I served at United States Army General Hospital 11, Cape May, N. J., from July, 1918, until the hospital was closed in July, 1919. I was then transferred with my section—the men, the teachers, and the medical personnel—to United States General Hospital 41, Fox Hills, Staten Island, N. Y. So I knew personally quite a number of deaf and speech-defect cases.

Mr. TOWNER. Did you limit your attention to those particular cases from those two hospitals?

Miss JOINER. Oh, no; I am now handling all cases having hearing and speech defects known to the Federal Board.

Mr. TOWNER. How many cases of that character have you now in training?

Miss JOINER. We have in training or approved for training (including men who have refused training, 14 in number), 220 cases.

Mr. TOWNER. How many of those are in training?

Miss JOINER. There are in training practically 200 cases. There are about 20 cases who are approved for training not yet in training.

Mr. TOWNER. Take the cases of deafness as a distinct class; what is your method of treating those cases, Miss Joiner?

Miss JOINER. When a man can not hear a voice at a distance of 5 feet on either side, and in some cases at a greater distance, it is considered that lip reading is necessary. We had 112 such men in the Army lip-reading schools, and we discharged those men after they had completed the course that was given there, and had had some months of practical work. Those men, with the exception of nine, have not asked for or required further lip-reading training: they are satisfactory lip readers. Those men are taking straight vocational training; they are not receiving lip reading. But there were a number of men who were discharged from the Army and from the Navy, who were not referred to these general hospitals for lip-reading work, and the Federal Board is giving them lip reading, in some cases, concurrently with vocational training.

Mr. TOWNER. That is just what I was going to ask you about. Then this work is not entirely prevocational?

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Miss JOINER. No; it is assumed that a man—well, it is a fact that a man who is deaf can not do much until he has had lip-reading instruction. His means of communication is writing. In cases like those, and it has been the policy of the board, as it was the policy of the Army, to give the man lip reading first and then place him in vocational training. There have been a few exceptions. There are in several districts several men who are taking lip reading with the vocational training.

Mr. TOWNER. Just how, in what manner is this instruction in lip reading given? For instance, in a prevocational way, before they are put in training—vocational training?

Miss JOINER. The men who are taking lip reading under the Federal Board are getting about two to three hours a day of lip reading. That is just as much lip reading as a man can stand. It is hard on his eyes; it is hard on his nerves; it is intensive work in which a man is subjected to a heavy nervous strain.

Mr. TOWNER. Where do they receive this training?

Miss JOINER. At various lip-reading schools and under various tutors throughout the country. Some are in Boston; there are 10 men in the Nitchie School for Lip Reading in New York City; there are 11 men in the Pattison School of Lip Reading at St. Louis, which I have just visited; there are 5 or 6 men in Pittsburgh; there are 10 or 12 men in California. In all I should say there are about 60 men taking lip reading under the Federal Board.

Mr. TOWNER. In what manner can this lip reading be given concurrently with their vocational training?

Miss JOINER. A man can devote his morning hours to lip reading, as some of them are doing, and his afternoon hours to some sort of vocational work. Several men in Pittsburgh are taking the elementary branches along with lip reading, looking forward to courses in bookkeeping and in shoemaking—various trades.

Mr. TOWNER. Will you give the committee some idea, Miss Joiner, as to the length of time required by one who is entirely unacquainted and has made no attempt to read from the lips, giving two or three hours a day to it, to acquire the knowledge?

Miss JOINER. I can give you exact figures as to the Army lip-reading school. It took two and seven-tenths months for the average man to finish the course. We had in the Army lip-reading school, as I said, 112 men. Seventy-five per cent of those were discharged as good lip readers; about 20 per cent were fair; and about 5 per cent were poor—that is, they were failures. They could understand me; they could understand the teachers who had worked with them; but they had great difficulty in understanding outsiders. The Federal Board is trying to help those men who were discharged as poor. They are the only cases now under instruction who had lip-reading work in the Army.

I can not give you exact figures as to civilian life. So far as I know, there have been no statistics made. It has been generally supposed that it took from six months to a year for a civilian to master lip reading. Of course, it depends largely on his own natural aptitude, on the amount of application he gives the course, and various other things. But the Federal Board students up to the present time have had an average of—well, I am making a rough

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guess, because I haven't completed the statistics, but I should say, from three to six months for the course.

Mr. TOWNER. I think the committee would be glad to have you explain, as nearly as you can, just what lip reading is and how it is taught, briefly.

Miss JOINER. I will be glad to. Of course, it is based on the physiology of speech. The first lessons that you take up are lessons using the sounds that are easily seen. Of course, the visible characteristics of speech are position and movement. The sounds that are formed in the front part of the mouth, the lip consonants and the vowels, which have much movement of the jaw and of the tongue, are used in the first lessons. These lessons are very scientifically arranged. We have a regular course, and you progress, taking up later the harder sounds. Some men so master this art that a stranger meeting them frequently does not realize that the man is deaf. For instance, there is a man in training in Cincinnati whom a Red Cross worker went to see four times and finally had to be told that the man was deaf. There is a negro in Texas who went home from the Army and was at home four days before his wife discovered he was deaf, so the Red Cross reported to us. There is a boy in Worcester, Mass., who went home, and was at home two days, who had not told his mother that he was deaf at all. He was reading a paper one day, and she spoke to him, and he didn't answer, and she finally shook him, and he had to tell the truth then. Now, those are the men who have mastered the art.

There are other cases who, as I said, never master lip reading. It is an art rather than a science.

Mr. TOWNER. Will you give us some idea of the method of teaching the men?

Miss JOINER. The teacher has had her training. She has taken a normal course, and she follows these lessons that I have tried to describe. She begins first with a syllable drill with the easiest vowel. "Ah." She asks the man to imitate her and repeat what she says. She then takes another vowel, "e."

Mr. TOWNER. Right there, please, Miss Joiner; of course, he can't hear her explain it; how does he know what she is trying to do?

Miss JOINER. She has written to him or made him understand that she is trying to make him get language by looking at the mouth.

Mr. TOWNER. But when she makes—gives the position of the lips and mouth and makes the vowel "ah," how does he know what she is trying to do?

Miss JOINER. She sometimes has to tell him.

Mr. TOWNER. Has to write it to him?

Miss JOINER. Sometimes. Sometimes men who have a natural aptitude for lip reading take it easily; they understand that she said "ah." For instance, if I said "fish" to you, the chances are that you could read a word like that very easily. Then she starts with a syllable drill. She takes a drill like this: "Fah, foo, fay, fee." Then she takes another consonant, "pah, poo, pay." She explains that P, B, and M look exactly alike on the lips. Then she begins very simple sentences, "we may, they may, she may, he may." She passes from those simple sentences to harder sentences and to longer sentences, until all the principles of speech have been covered in these series of lessons.

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Mr. TOWNER. Are the men interested in obtaining it—anxious to learn?

Miss JOINER. Oh, yes. I do follow-up work, too. I have covered five districts for the Vocational Board, and the report of the teachers who are giving instruction in lip reading is that a man is never late; that he never misses his lesson; that they ask for more time instead of less. It was our experience in the 18 months that I was with the men in the Army that it made all the difference in the world in the man's attitude toward life. He came in depressed, unhappy, and he found out that he could understand people after all; and frequently, especially in cases where the men had some hearing, they insisted that they were hearing us, when they could not possibly do so. When people speak to you, you get the sense of what they say; you don't stop to consider whether you are hearing them or not hearing them; the idea goes across to your brain, and it is the same way in lip reading; the idea goes through the eye instead of through the ear to the brain.

Mr. TOWNER. This method of teaching is taught principally by women, is it?

Miss JOINER. Yes. We had one man in the Army who was assigned to us because he had had some training in working with the deaf, and he worked with us. But there are very few men lip-reading teachers. It is not well paid enough for men.

Mr. TOWNER. Well, I should not think they would be nearly so successful as women.

Miss JOINER. They haven't the patience. It takes some patience, you know.

Mr. BURROUGHS. You were engaged in this work, then, before the war?

Miss JOINER. Oh, yes.

Mr. BURROUGHS. It has been your business, your profession, perhaps.

Miss JOINER. Yes; I have had experience with all classes of the deaf, with children and with adults.

Mr. BURROUGHS. Where did you have that experience?

Miss JOINER. I was trained at Clarke School for the Deaf at Northampton, Mass., to teach deaf children, and I also had work in adult lip reading there. Then I taught in the Pennsylvania School for the Deaf at Mount Airy, Philadelphia, Pa., for two years; then in my home town in the school for the deaf; then I went to the Kentucky School for the Deaf as supervising teacher; then to the North Carolina School for the Deaf as principal of the educational department, and when I was there the War Department asked me to take the place of principal of the section of defects of hearing and speech.

Mr. BURROUGHS. You gave that date, which was some time in January?

Miss JOINER. No; I went to the Army in July, 1918—July 20.

Mr. BURROUGHS. And you have remained—when did you become associated with the Federal board?

Miss JOINER. January 12, 1920. I was discharged from the Army January 7, 1920.

Mr. BURROUGHS. Where did you do work when you were with the Army?

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Miss JOINER. At Cape May, N. J., General Hospital 11, for 12 months; then at U. S. A. General Hospital 41, Fox Hills, Staten Island.

Mr. BURROUGHS. Aren't there a good many more than 220 cases of disability from deafness?

Miss JOINER. You asked for the cases in training. I think there will be perhaps 200 war-deaf and about 100 speech-defect cases, such as I have described. We have now knowledge of 275 cases, 220 of whom are in training or approved for training. That leaves us something like 50 cases not in training. Of that number 50 per cent are still in hospitals; there are 6 or 7 aphasics, long cases, at Fox Hills; there are several cases of aphasia at Fort Sheridan, near Chicago; there are 2 or 3 deaf cases at Walter Reed, and 2 or 3 speech-defect cases there. Contact has been established with all cases.

Mr. BURROUGHS. How many cases all told are there, do you estimate, of our men who served in our Army who are suffering from defective hearing brought on by their service?

Miss JOINER. I estimate that there will be approximately 200 cases.

Mr. BURROUGHS. Not more than that?

Miss JOINER. Who need lip reading. There are a great many men who will come—who come out of the war with hearing more or less impaired. For instance, I think there will be several thousand men who probably lost their hearing in one ear, but you know that does not render a man deaf; he doesn't need lip reading if he has lost his hearing in one ear.

Mr. BURROUGHS. Then, I understand the only ones that you personally have to do with, or that would come under your special jurisdiction, would be those who had been so seriously injured as to require lip reading?

Miss JOINER. That is true of the deaf cases. And the same is true of the speech-defect cases, the men who had lost their speech entirely or else are such bad stammerers that their speech is a vocational handicap and must be corrected. Between 85 and 90 per cent of these deaf and speech-defect cases are placed, and I should say 25 per cent of those cases have been followed up by me within the last two months.

Mr. BURROUGHS. You are located here at Washington?

Miss JOINER. My official station is here.

Mr. BURROUGHS. But you go about the country visiting the different places where the men are in training?

Miss JOINER. Yes; I come in direct personal contact with the men.

Mr. TOWNER. I am very sure you have greatly interested and enlightened the committee, Miss Joiner, and we thank you. That will be all.

Now, is Mr. Braham present?

STATEMENT OF MR. W. W. BRAHAM, WASHINGTON, D. C.

(The witness was sworn by Mr. Towner.)

Mr. TOWNER. Will you please give your full name to the reporter, and your address?

Mr. BRAHAM. W. W. Braham. My home address is New Wilmington, Pa.; city address, 1739 P Street NW.

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Mr. TOWNER. You are now with the board?
Mr. BRAHAM. Yes, sir.
Mr. TOWNER. In what capacity?
Mr. BRAHAM. I am located as a special agent in the Washington branch office.
Mr. TOWNER. What is the nature of your duties?
Mr. BRAHAM. My duties now and heretofore have been those of a vocational adviser. I take it you might consider me as typical of that group of men under the Federal Board.
Mr. TOWNER. What is the nature of your duties?
Mr. BRAHAM. Well, the nature of my duties here at the branch office is varied. I have been there but two weeks. They are to establish contact, as we term it, with men who come in from the cities to follow up their cases after they are in training; to help them settle problems of advisement and board procedure that arise after they are in training. Most of my work, sir, has been done at Walter Reed Hospital. I served there nine months.
Mr. TOWNER. A very important point, is it not?
Mr. BRAHAM. Yes, sir.
Mr. TOWNER. Do you report your cases to the Baltimore office?
Mr. BRAHAM. Yes, sir. I did at Walter Reed Hospital. The office at Walter Reed Hospital and the office at Washington are considered branch offices of District 4 at Baltimore. We are responsible directly to the district vocational officer at Baltimore.
Mr. TOWNER. You have come in contact personally, then, with a great many cases?
Mr. BRAHAM. Yes, sir.
Mr. TOWNER. Mr. Robsion will question you now.
Mr. ROBSION. How old are you, Mr. Braham?
Mr. BRAHAM. Twenty-six; sir.
Mr. ROBSION. Were you in the service?
Mr. BRAHAM. Yes, sir.
Mr. ROBSION. In what capacity?
Mr. BRAHAM. I was discharged as a sergeant, first class, from the Medical Department. I never served overseas.
Mr. ROBSION. What part of the country were you located in?
Mr. BRAHAM. I served for a year at Walter Reed Hospital. I was discharged there. The last detail I had as an enlisted man was as assistant in the office of the Federal Board.
Mr. ROBSION. Were you at any time in any camp?
Mr. BRAHAM. No, sir; not any large cantonment.
Mr. ROBSION. What business or profession were you engaged in before you entered the service?
Mr. BRAHAM. Before I entered the service I was a high-school principal and teacher.
Mr. ROBSION. Where?
Mr. BRAHAM. At the time I came into the service I was in the vocational school at Johnstown, Pa.
Mr. ROBSION. You were what is known as a vocational adviser?
Mr. BRAHAM. Yes, sir.
Mr. ROBSION. What does the vocational adviser do?
Mr. BRAHAM. Well, as I have outlined it in my own mind, my duties at the hospital were three. My first duty was to see that every

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man who was discharged with disability from that hospital knew about the board, and that the board knew about him. I, together with the men that worked with me, I think about achieved that result. In figures I gathered from the hospital at the time I left up to April 6, there were S. C. D.'d from Walter Reed 1,499 cases between July, when I went to work for the board—July 17—and April 6.

Mr. ROBSION. Nineteen hundred and nineteen?

Mr. BRAHAM. Nineteen hundred and nineteen, and April 6, 1920. There were surveyed during that period by myself and the other agents of the board 1,478. That leaves, you will notice, a discrepancy of 21, but that is really no discrepancy, in that some of those, I suppose half, were institution psychopathic cases who are not capable of a rational conversation and with whom no progress whatever could be made. So, relatively speaking, we surveyed every one who went out of there.

Mr. ROBSION. What do you mean by "surveyed?"

Mr. BRAHAM. We use that term "surveyed" to mean that we have collected the data about the men, the facts of his education and his experience; have put those down on paper; have obtained the man's preferences as nearly as he can be made to express them, and then have expressed our opinion as to what this man might do. That we call a survey. That is the first paper ordinarily that is started on a man in the Federal board's procedure.

Mr. ROBSION. How many of those made application for training?

Mr. BRAHAM. How many of those? Well, sir, my judgment—I don't have direct data on that—my judgment would be about 70 per cent—75 per cent. Now, of those you must not understand that all all of them applied for training immediately, because I suppose 35 per cent of the number who did say they wanted vocational training would say they wanted it some time later. Right there, I think, might be found something of the reason for delays that seemed to have taken place in the board's procedure. For example, I have a man come in here who says he wants training. "But," says he, "I can't decide now. I will decide when I get home. I have been in the hospital now for a month and was wounded 18 months ago, and I don't know what I want to do. I will wait until I get home." Now we say: "What are your preferences? We can't do anything without a lead." "I don't know. I can't give you any expression of opinion." Well, now, that man, unless we can succeed in coming at some sort of decision, will go out and he will wait some months; then he will want training all at once.

Mr. ROBSION. You think that would amount to about 35 per cent?

Mr. BRAHAM. Not such extreme cases, but I suppose 35 per cent of the 75 per cent who did state that they wanted training would state that they wanted it later. That, you see, makes a very distinct problem. We have made it our policy at all times to come as close to a recommendation as we possibly could.

Mr. ROBSION. Well, out of the nearly 1,500 men that you did survey, you and your corps of men there, how many do you think did make application—that you secured applications from?

Mr. BRAHAM. You mean that we got training for them?

Mr. ROBSION. That you got their applications?

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Mr. BRAHAM. I don't quite understand your question. There were 1,499 discharged and we secured this survey on 1,478.

Mr. ROBSION. Well, did they make application, the 1,478?

Mr. BRAHAM. No, sir; I should say—my judgment would be about 75 per cent of that number.

Mr. ROBSION. Made application?

Mr. BRAHAM. Stated that they wanted training, or they did not want it closed.

Mr. ROBSION. Well, they did sign up the application?

Mr. BRAHAM. They all sign it. If a man comes in there with an honorable discharge and states that "I have been an officer and I am an engineer; I have lost a leg, but I think I can still do engineering work," we would make his survey, if we thought there was any possibility of his falling down on his old work, and have him sign it and forward it. It saved a great deal of trouble.

Mr. ROBSION. What I am trying to get at is, I want to see just what you did accomplish through your 1,478 surveys.

Mr. BRAHAM. Those surveys, together with the Army medical papers which we secured, furnished the basis for the operations of the 14 district vocational officers of the board scattered about the country.

Mr. ROBSION. I understand that, but I would like to know what became of it, if any good came of it or what resulted from it.

Mr. BRAHAM. I see what you mean. Now, at one time when I was——

Mr. ROBSION (interposing). During that time if you surveyed every one of them and no man got into training it didn't amount to anything, probably; and if you did not survey any of them and they all got into training, then the same good results would come without any survey.

Mr. BRAHAM. The only direct data I could give you on that would be some that I collected for my own use during the week in which I was detailed at the Baltimore office. During that time I took the list of men that I have surveyed, and I went over the files in district 4. I found that of the cases that I believed would be training cases, they had at that time put about 60 per cent of my cases in training, cases that I personally had surveyed. They had put about that number in training.

Mr. ROBSION. You mean they had consented to give them training?

Mr. BRAHAM. Yes, sir.

Mr. ROBSION. How many of that 60 per cent went into training and were accepted?

Mr. BRAHAM. That 60 per cent were men in training.

Mr. ROBSION. In training?

Mr. BRAHAM. Yes; in training.

Mr. ROBSION. You do not know what percentage were passed upon for training?

Mr. BRAHAM. No, sir.

Mr. ROBSION. Were all of those in class 2 training?

Mr. BRAHAM. I did not collect any data that would bear on that.

Mr. ROBSION. Practically all of the men at Walter Reed were entitled to section 2 training?

Mr. BRAHAM. Yes, sir; that is pretty generally true.

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Mr. ROBSION. What is the general morale of the men at Walter Reed?

Mr. BRAHAM. I have found it very high, sir, while I have been there.

Mr. ROBSION. Were the men discouraged much in spirit?

Mr. BRAHAM. Well, no. There have been several factors that have helped to keep that morale up. Many of them attended the Army schools, to which Col. Evans made reference. Another factor has been the possibility of what we term section 6 training, training while a man is still in the hospital. We have had as high as 20 men from the hospital who were in training down town, although they were still in the service. Those men scattered about the service of the hospital have helped very materially, because we made it known that if a man was going to be in the Army hospital for some months, and could not get his discharge in order to start his training, we could get it for him.

Just day before yesterday, for example, a Jewish lad, who had sung in the Russian opera, has restarted his musical education at the Washington Conservatory of Music. That is the latest Class 6 case that I know of at the hospital.

Mr. ROBSION. Do you know a young man by the name of Edward J. Finn?

Mr. BRAHAM. Yes, sir.

Mr. ROBSION. Did you survey him?

Mr. BRAHAM. No, sir. I knew him very well. I feel personally enough acquainted with the case to say that I had surveyed him.

Mr. ROBSION. How did you come out with Mr. Finn?

Mr. BRAHAM. I was taken away from the hospital, sir, just about four days before he left. He was surveyed and recommended, as I recollect the case—and you will set me right if I am wrong—recommended for training in finance and accountancy to be given at Pittsburgh. Mr. Finn had about a sixth-grade education, had been a railroad conductor at Beaver Falls, Pa., on the P. & L. E., and the Philadelphia office objected to his being given accountancy. They said, "This man is not capable of profiting by such training." Mr. Finn came back from the hospital very shortly, and he was very highly indignant about it. He believed that he could not be given that training. Mr. Nall, who was at the hospital, a gentleman with whom I worked, got in touch with Mr. Lamkin, and Mr. Lamkin came out to see Mr. Finn personally, and I was in his ward when Mr. Lamkin was there. Mr. Lamkin told him that he could have section 2 training, or section 3 training, and he preferred a course in business and accountancy to be given in or near Pittsburgh.

Mr. ROBSION. Mr. Finn had both legs off?

Mr. BRAHAM. Both legs amputated, a thigh amputation.

Mr. ROBSION. If you do not mind, I will read you a letter here, and see if you know about it.

WASHINGTON, D. C.

DEAR MR. EVANS: I was talking with Mr. Hurley to-day, and he was telling me how we were entering Columbia University, and if you will oblige me I will be ever so thankful to you. I have both my legs off above the knee, and, of course, they will tell me I will be able to get around a little bit, but not very much, but, nevertheless, I am figuring on a good education, and I think I can get it. I am not caring how long it is. It is very likely now that I am going in for accountancy, and you know it is a hard study. I have only had

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an eighth-grade school education, outside of what I have picked up myself, so I only wish you to enlighten me on what qualifications I should have for either entering the Wharton School of Finance, or Columbia University, as I think they are very, very slim, as far as I know. This man down here, he will talk to me about a business college, but I do not want that. I want something that I am so sure of, and I am through. As you were injured yourself, you understand my case, and I will be very much obliged for any information you can give me.

Thanking you in advance, I remain,

Sincerely, yours,

EDWARD J. FINN,
Ward No. 75, Walter Reed Hospital, Washington, D. C.

Now, it seems that this boy wanted accountancy and you would not give it to him.

Mr. BRAHAM. What is the date of that letter?

Mr. ROBSION. There is no date on it.

Mr. BRAHAM. Is it recent, within the last four weeks? He has gone home. You understand, sir, from the tone of the letter, from the make-up of the letter, that he could not start accountancy at once. There is no other way to accountancy but by knowing bookkeeping. He must start in a bookkeeping school.

Mr. ROBSION. I had in mind Mr. Lamkin's statement before the committee that a fellow with two legs off could get anything he wanted.

Mr. BRAHAM. Mr. Lamkin told Mr. Finn that, and I believe that if you will write to Mr. Finn you will find that he is getting the beginning of it. He can get anything he wants.

Mr. ROBSION. This letter does not indicate it, does it?

Mr. BRAHAM. I believe that letter was written before he left ward 75. I left Walter Reed Hospital about April the 15th, and that is about three days, is it not, before he left?

Mr. ROBSION. You mean this boy has gone home?

Mr. BRAHAM. He is discharged. I mean he is not at the hospital at all.

Mr. ROBSION. He has not entered into training at all?

Mr. BRAHAM. About the last thing I did before he left Walter Reed Hospital was to write a letter to the manager of the branch office in the Union Arcade Building in Pittsburgh, upon the authority of Mr. Lamkin, stating that he could put that man in training immediately.

Mr. ROBSION. So that you think Mr. Lamkin afterwards decided he could take accountancy?

Mr. BRAHAM. Well, there never was any doubt about it, except the fact that he could not enter it right away. You can very readily see that I would not be justified in telling every man with a sixth-grade education that he could study for accountancy.

Mr. ROBSION. Is a business-college course necessary for accountancy?

Mr. BRAHAM. Yes, sir; it is indispensible.

Mr. ROBSION. You must take that first, is that your idea?

Mr. BRAHAM. Yes, sir.

Mr. ROBSION. I just wanted to know, in that connection, did you hear anything about the "hard boiled" order out there?

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Mr. BRAHAM. I read that in the papers, that was all. There has never been any idea of that sort in the hospital work, I can assure you.

Mr. ROBSION. Did you not approve it?

Mr. BRAHAM. Did I not approve it?

Mr. ROBSION. The "hard boiled" order; yes.

Mr. BRAHAM. I had no occasion to approve or disapprove it. I certainly would have no use for any "hard boiled" attitude in the hospital. The men in the hospital were my friends.

Mr. ROBSION. This vocational-training proposition deals with the sort of men you are dealing with all along the line; it does not deal with well men, does it?

Mr. BRAHAM. No, sir.

Mr. ROBSION. Well, you read the "hard boiled" order and things like that, and I would just like to know, as you were one of the vocational officers of the country, if you approved that attitude or such instructions going out?

Mr. BRAHAM. You will understand; sir, that I had little or no dealing except directly with the men. I was an advance agent, and being an advance agent, a "hard boiled" attitude had no place with me.

Mr. ROBSION. It did not have any place in the system, anyway.

Mr. BRAHAM. You would not expect me to pass on the central office?

Mr. ROBSION. I am not asking you to pass upon it. All I am asking you to pass upon is whether it has any place anywhere.

Mr. BRAHAM. I have my own grave doubts as to whether it does.

Mr. ROBSION. Do you have any?

Mr. BRAHAM. I have doubts as to whether it has any place in the system.

Mr. ROBSION. Do you not think it ought not to be in the system?

Mr. BRAHAM. Well, if you mean an absolute "hard-boiledness."

Mr. ROBSION. Just what it was; that is all.

Mr. BRAHAM. The way I read that, sir, is this: I took it to mean that all of the gentlemen who go from district to district are to talk business and nothing else. I think that is very necessary. I think that our work has been hindered about as much on account of softheartedness and lack of reasoning and judgment as it has been by hardness.

Mr. ROBSION. You think that an order like that would be inclined to overcome softheartedness and counteract it?

Mr. BRAHAM. Well, in that sense, yes; that it has to be business. Here is the only thing on which I would base that: If I am an adviser at all, I can not take every man who comes to me and says he wants to be an accountant and say, "All right, Jack, accountancy." I have had any number of them go away and say that I have been "hard boiled." They go back into the ward and say, "That fellow over there won't give me what I want."

Mr. ROBSION. They said that about you, did they?

Mr. BRAHAM. Yes, sir; they said it the first time; but they did not say it when I had finished.

Mr. ROBSION. Is that why you approve this other "hard-boiled" proposition?

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Mr. BRAHAM. No, sir.

Mr. ROBSION. Go ahead.

Mr. BRAHAM. Fellows have said it about me the first time, but when I have seen the man the second time and sent him downtown here to some friends I have to see what he really will have to become—an accountant or linotype operator or dentist—I think I have been able to carry my point.

Mr. ROBSION. I know; but, Prof. Braham, when you were out at Walter Reed you did not believe that if some man wanted to talk to you about a case, some one of your staff—you did not believe that you ought to have accepted cigarettes from him, but no advice, did you?

Mr. BRAHAM. No, sir.

Mr. ROBSION. You did not believe in that?

Mr. BRAHAM. No, sir; I have never had anything, sir, but the utmost cooperation. Take Miss Joiner, who spoke here, for example. If we had a deaf case, we called up central office, and Miss Joiner came out. If it was a blind case, Miss Kelly came out, and if we wanted to know what to do with an epileptic——

Mr. ROBSION. I want to get your attitude. Walter Reed is one of the permanent hospitals of the country, with boys there with all sorts of disabilities. What was the feeling among the soldier boys there as to the attitude of their country toward them, whether they were being taken care of in the way they thought they ought to be?

Mr. BRAHAM. A very marked change was apparent in that respect, sir, when this Sweet bill was passed adjusting compensation. We found that one of the hardest things we had to deal with. They thought that by taking training they would be cut out of any compensation that might be made later, but I think you will find a very healthy attitude in Walter Reed toward the Government now.

Mr. ROBSION. They felt finally, before they left there, in the wind-up, that their Government was appreciative of their sacrifice?

Mr. BRAHAM. Yes, sir; I would say that absolutely.

Mr. ROBSION. There would be exceptions, but your suggestion is that the boys' general attitude was that our country was doing what ought to be done for them.

Mr. BRAHAM. I can say that in all candor.

Mr. ROBSION. That is all.

The CHAIRMAN. Mr. Braham, I met two soldiers recently discharged from Walter Reed. They were here, not in this room, but at this building. They said that they were discharged too soon, and that they had not been properly treated. In your experience, is there much of that out there?

Mr. BRAHAM. Not very much. For a long time the balance was on the other side of the scale. They were held too long. Then there came some order down from the Surgeon General that a man might be discharged with treatment incompleted at his request. A lot of men got out, and there seemed to be just at that time a reversal in policy, so that they tried to clear the men out, seemingly wanting to avoid the stigma of having men hanging around just for the sake of three square meals and a bed, and there were some men who went out with that feeling in mind. I do not believe there were of that class of cases, more than, I should say, six.

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The CHAIRMAN. Take the cases that I have in mind.

Mr. BRAHAM. Do you remember their names?

The CHAIRMAN. No. I at first thought of letting them come in here and putting them under examination. They were complaining that they had been discharged before they should have been, and that they were not capable of doing anything. Now, take those two cases, would they have been surveyed by you before they got out? Would they know about this rehabilitation work?

Mr. BRAHAM. The test we have made of that, Mr. Fess, is this: If a man is S. C. D'd, as we call it, if he has a surgeon's certificate of disability, we always see them. We have two or three checks on that. Every enlisted man is ordered to appear before the Federal Board. Presumably it gets them all, but it does not. Then we get a list on one day of all of the men actually leaving the hospital, the men who are to be discharged on the following day. We check that; and if there are names on there of men whom we have not seen, we make it our business to see them. Then we have a further check also in a certain Federal Board form, carrying the evidence of his discharge, which comes in to us, and when we check those and find somebody whom we have not surveyed we send word to him. If a man has gotten out on an S. C. D., I think it has been pretty sure evidence that he did not want to have anything to do with it. I can not see how it would have been otherwise, because he would be checked up in all the wards. I have spoken personally on two or three occasions before the American Legion; we have used the magazine, and the men take it; so I feel safe in saying that it is a man's own fault if he did not know anything about the board, if he were S. C. D'd.

The CHAIRMAN. In other words, if they knew nothing about their opportunities under rehabilitation, or were ignorant of their rights, would there be any justification of their not knowing?

Mr. BRAHAM. I do not believe so. I can not see how there should be.

One other strong ally we had there was what is called the social-service section of the Surgeon General's office—a number of women who are detailed to the Army hospitals to do social-service work. They were tireless in that respect, and if a man did get out of the hospital through his negligence or carelessness, or through any reason, they have written letters to him telling him his nearest district office and his nearest branch official, so that he could still get in touch with the board and learn of his rights.

There is one thing there that I might speak of that has been a very difficult matter for us, and that is the matter of disability. Perhaps these men you mention were men with slight or no disabilities.

The CHAIRMAN. Both of them had amputations.

Mr. BRAHAM. Then it ought to have been——

The CHAIRMAN. One was wearing an appliance, and the other had an artificial limb provided, but he exposed the stump of his leg, and showed me where there was a sore, front and back, produced by the artificial limb, he said. He did not look as if it was justified to me, and he had quite a great many men around him who were talking about the matter, and I wondered whether there was any justification of that, or whether that is a rare case, or whether there is such a thing as sending these men out in such condition. These men were feeling vicious toward the Government, and were both talking loudly.

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Mr. BRAHAM. I think that is very much of an exceptional case, and in any case a soldier may refuse to sign his discharge for reasons such as that. He does not have to sign that. It is a sort of hold-up proposition.

The CHAIRMAN. You say he would not have to sign his discharge?

Mr. BRAHAM. I have known of a number of soldiers who did not. His discharge is written up, and he acts on it. "Now, you sign this." If the engagements he was in are not written in properly, he does not have to sign it. If he is not able to go out of the hospital, he does not have to sign it.

The CHAIRMAN. One of the boys told me he was compelled to sign it, and he carried it to Secretary Baker, and it was reversed.

Mr. BRAHAM. Yes? Well, I could not gainsay that. I have known of discharges being held up for a month by a man refusing to sign it.

The CHAIRMAN. I mentioned this because it occurred just the other day, and I thought probably it would be well for us to go a little further into it, since you were at the hospital and have had some experience in the vocational training there, and would probably know whether these are rare cases or not. That is why I asked you. Was there a time when a vocational man in the hospital could not really interview the men, because of any order of the military régime?

Mr. BRAHAM. That is before I recollect the matter clearly, before I knew much about this board.

The CHAIRMAN. Is there none of that now?

Mr. BRAHAM. Absolutely not. We have access to the files of the hospital.

Mr. DALLINGER. I was just going to ask you, the Vocational Board has nothing whatever to do with discharges from the hospitals?

Mr. BRAHAM. Not a thing.

Mr. DALLINGER. So if there was any complaint on that score, it would be against the Military Establishment.

Mr. BRAHAM. Yes; it would not come to us, except as we knew the men.

Mr. REED. So far as you know, was there a military order prior to your going into the work that prevented the men holding your position from going and seeing these men?

Mr. BRAHAM. All that I recollect is a conversation I had with Maj. Monohan, who is the educational officer at that post, and a very good one, I think, who told me they had quite a time securing entrance of the Federal Board agents, when the proposition was first embarked upon.

Mr. REED. That gave rise to a considerable feeling of uncertainty among the soldiers at that time as to their future, did it not?

Mr. BRAHAM. I believe so.

Mr. DALLINGER. Can you recall the case of Sergt. John Dickerman?

Mr. BRAHAM. Yes, sir.

Mr. DALLINGER. Was his training approved?

Mr. BRAHAM. From Boston, Mass.?

Mr. DALLINGER. Cambridge, or some place near there.

Mr. BRAHAM. I do not know. That was just after I left. He was surveyed just after I left.

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Mr. DALLINGER. Just after you left?

Mr. BRAHAM. Yes; but I can tell you this, sir, that his Army medical, a copy of his discharge, and this survey, as we term it, that we have written up, would get him training. If he would put his feet in the Boston office he could get on the payroll the same day. I know it. If there is any question about it, I would be very glad to look the case up personally. I could get it done.

(The witness was thereupon excused.)

TESTIMONY OF MR. R. EDWIN JOYCE, PLACEMENT OFFICER, DISTRICT NO. 4, FEDERAL BOARD FOR VOCATIONAL EDUCATION.

The witness was duly sworn by the chairman.

The CHAIRMAN. Give your full name and address.

Mr. JOYCE. R. Edwin Joyce, 3504 Thirteenth Street NW.

The CHAIRMAN. Mr. Joyce, what is your connection with the Federal Board, if any?

Mr. JOYCE. Mr. Chairman, at present my official position with the board is placement office in district No. 4, with headquarters in Baltimore, but I am at the branch office in Washington, 1410 Pennsylvania Avenue.

The CHAIRMAN. How long have you been with the board?

Mr. JOYCE. Since the 4th of November, 1918.

The CHAIRMAN. What had you been doing before that?

Mr. JOYCE. For a few years prior to the time I was 21, I was in Biggs Bank. I went there when I was quite young, going there in the summer and going to school in the winter. When I was 19 or 20 I went there permanently. My father died when I was 21, and I succeeded to his business, which was the carriage manufacturing business, having been established by him in 1844. I was in that business for approximately thirty-odd years, and carried it on with my brother until the estate sold the place at Fourteenth and E Streets, and I then went out of the carriage business and associated myself with the American Multigraph Sales Co., and was with them as their official representative here in Washington , selling their product to the United States Government, for about 10 years, and then I was taken ill for a couple of years, and on recovering I went with the Federal Board.

The CHAIRMAN. So your life has been rather a business life?

Mr. JOYCE. Absolutely.

The CHAIRMAN. As placement officer, what success have you had in the placement of men?

Mr. JOYCE. If you will pardon me for saying so, I have had, I should say, splendid success. I have placed every man that has been sent to me, and I believe every man we have placed has been successfully placed, or is placed to his entire satisfaction.

The CHAIRMAN. Can you give one or two examples, not so much for the investigation but for the general information of the committee as to whether this work is successful or not?

Mr. JOYCE. I am just going to take a couple of names from a list that I had on my desk, which I was just about to mail to Baltimore when I received my summons to come up here. This is a list of

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every man we have in placement training in the Washington district—district No. 4. I am going to take the names of three boys that I put in with the Supervising Architect of the Treasury. There were three of them. One had been a structural iron worker, one had been a bricklayer, and one a carpenter. These boys were put in the Supervising Architect's office of the Treasury to learn to be supervisors of construction, for the reason that they could not carry on their former vocations. They are being taught there blueprint drawing, etc.—everything pertaining to the business—being taken a portion of the time into the plumbing, the heating, the electrical part of it, etc., and then eventually these boys will be placed under the superintendent of construction on the large buildings that the Government is now building. One of the boys has been sent to Birmingham, Ala., and is making good progress, and the other boys seem to be very much pleased.

The CHAIRMAN. That work is not exactly the type of work they had been doing before they went into the service?

Mr. JOYCE. Yes, sir. It is a grade ahead of what they were doing. Their object probably was to not always be a bricklayer, or a carpenter, but to be a foreman or superintendent of construction, or get into business for themselves and take work on contract themselves.

The CHAIRMAN. The claim has been made that rehabilitation or reeducation might embody in it such training that a man might do a better work after this training than he had done before he went into the service, as measured by the salary he would get?

Mr. JOYCE. Yes, sir

The CHAIRMAN. Is that statement justified?

Mr. JOYCE. Yes, sir. When these men finish, they will get more money as superintendents or as assistant superintendents of construction, or as foremen than they would as ordinary iron workers, bricklayers, or carpenters.

The CHAIRMAN. And they are examples of that fact?

Mr. JOYCE. Yes, sir.

The CHAIRMAN. That is one thing that the committee will be glad to know, whether the promises of the legislation were mere promises, or whether they can be carried into effect.

Did you ever belong to any labor union?

Mr. JOYCE. No, sir. I have been through two strikes. I never belonged. I licked them once, and they licked me once. We quit even, 50–50.

The CHAIRMAN. Have you had in any of your work any embarrassment with the attitude of the labor unions?

Mr. JOYCE. The first strike we had was away back in the early nineties——

The CHAIRMAN. I mean in your placement work here?

Mr. JOYCE. No, sir.

The CHAIRMAN. There has been some testimony that would lead to the inference that there might have been some favoritism, or that there might have been some embarrassment because of regulations of labor organizations. I do not know that the committee has had any suspicion, but there has been some suggestion, and personally I would like to clear that up one way or the other.

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Mr. JOYCE. Up to the present time I have not had any controversy in reference to it at all. I did on one occasion. I had a boy who wanted to learn the printing business, and I had a talk at the shop, and when I went down I was told very nicely that they had their full supply of apprentices, that they were only allowed so many apprentices to so many journeymen, but they referred me to—I forget what his official position was—and he just gave me five or six opportunities in different printing shops to put this boy, and just said to take him to any one of them, and he would learn the printing business in one as well as in the other. I can give you an idea of the various trades that I have.

The CHAIRMAN. We would like to have that.

Mr. JOYCE. Well, I have a boy named Horace Anderson, with E. J. Murphy & Co., the paint man. He is learning the paint business.

The CHAIRMAN. I think, Mr. Joyce, it would be just as well if you would make a general statement on that line, and then, if the committee desires, we will allow you to insert your facts in the record.

Mr. JOYCE. A general statement?

The CHAIRMAN. A general statement as to the character of work these men are doing.

Mr. JOYCE. Well, I am teaching them to be machinists, house painters, public accountants, and I have one boy that I had at the Interior Department learning drafting. I have a boy at the District Building learning to be an inspector of boilers. He is working every day under the inspector of boilers for the District. When I am through with him, very shortly, I expect to get him a very good position with one of the insurance companies. He was a boiler maker, but on account of his throat, etc., he could not carry on, but he is making good progress with Mr. Vermillion here in the District.

I have another boy who is learning to be a plumbing inspector. I have a great many of them in garages, learning auto mechanics, ignition, and lighting. I have several learning acetylene welding. I have a boy at the Government Printing Office who is just finishing his trade as an electrotyper, and I have a boy who is making wonderful progress at the Bureau of Engraving and Printing as an engraver, a steel-die engraver.

The CHAIRMAN. Tell the committee how you get into communication with these various people with whom you have the boys.

Mr. JOYCE. My early training as a salesman. I have a good proposition, and I do not have a bit of trouble. I do not appeal to them from a sympathetic point of view. I tell them I have these boys; that these boys have been across, and they probably made it possible for them to have what they are enjoying to-day; these boys can not carry on what they have been doing, and the Government is going to teach them.

The CHAIRMAN. I understood you to say that you have been successful in placing all the people sent to you?

Mr. JOYCE. Yes, sir.

The CHAIRMAN. Would that represent any great number?

Mr. JOYCE. I have 100 boys under me that I see personally every two weeks. At least, I have an assistant. He and I divide them up, sir.

The CHAIRMAN. That is one of the 14 districts, is it not?

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Mr. JOYCE. Yes, sir.

The CHAIRMAN. Inevitably, the time will come when there will be great congestion, when these boys will be turned out pretty rapidly. How are you going to take care of them?

Mr. JOYCE. There are two obligations on the part of the men with whom we have these boys for placement training. One is that he shall train this boy and teach him the game. The other one is that he shall give him a position when his training is through, or help me to get that boy a position.

The CHAIRMAN. Will that obligation remain? Do you think it will abide?

Mr. JOYCE. Yes, sir. They are all made with reputable business men, and it stands to reason that when a man has been working in your shop, or in your store, or in your office for a year or a year and a half, or two years, and he has finished, by the time he has finished you are paying him extra money in addition to what the Government is paying, and it is perfectly natural that you are going to keep him there, because he knows your ways, and your methods, and you have taught him your business.

The CHAIRMAN. Mr. Joyce, you are working in the fourth district?

Mr. JOYCE. Yes, sir.

The CHAIRMAN. Are you acquainted with the work over in the Baltimore office?

Mr. JOYCE. The Baltimore office is my headquarters.

The CHAIRMAN. What can you say about the general attitude toward the soldier of the office in Baltimore?

Mr. JOYCE. Well, I am closely identified with the Baltimore office, for the reason that when the Baltimore office was first started it was here in Washington at 606 F Street, from August, 1918, to May, 1919, when they moved their headquarters to Baltimore, for the reason that they thought there were more opportunities in a larger place. That brought me in personal contact with the men at that time who had started with the board, and I think I can safely say that the attitude of the men toward the soldier was to give them every advantage.

The CHAIRMAN. Would they become impatient with the persistence of the soldier in wanting his training?

Mr. JOYCE. I do not believe I have ever, in my experience with the Board for Vocational Education, seen one of my coworkers lose his patience, or speak harshly to a soldier.

The CHAIRMAN. Will that apply to the district office as well as to the central office?

Mr. JOYCE. To the district office as well as to the central office?

The CHAIRMAN. Yes.

Mr. JOYCE. I can not imagine anybody at the central office doing it. Of course, I am not as intimate with the central office as I am——

The CHAIRMAN. You speak then with reference to the district office?

Mr. JOYCE. Of my district office.

The CHAIRMAN. There were in the beginning delays, were there not?

Mr. JOYCE. Yes, sir. Those delays were just as Mr. Braham has explained to you. Just after the armistice was signed, you must

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not forget that the Federal Board was then in its infancy. Prior to the signing of the armistice we were working down there trying to get the forms, the different forms that were to be used in the conduct of the business. Suddenly the armistice was signed, and in the meantime there were a lot of men at Walter Reed, and those men were being discharged. There was nobody at Walter Reed then to tell them what to do, to make out their claim for compensation, or see about their back pay. Those people would then go to our people, the Federal Board, and they would give every one of them my name at 606 F Street. If you will pardon me, I did not have any official title then, but some of the boys gave me the title of "Chief Fretter," because whenever they did not know what to do, or had anything to worry about, they would put it on Joyce, so I did the worrying for them at 606 F Street.

Then they made me Personal Service Officer, and it was my duty to receive these men. When these men came to 606 F Street, I made out their claims for compensation, and took them over to our office at Sixth and E, had them sworn to. Then I took them across the street to Sixth and E, to the War Risk Insurance, and had an order made out for artificial appliances, and then to Col. Banks, Chief Medical Director of the Bureau of War Risk Insurance and had them examined, who told them what the procedure would be in the future with regard to getting their artificial limbs or arms or eyes, or treatment, whatever it might be. Then the boy was taken back to my office, and I went with him to the train, and put him on the train, and sent him home, and then the information was forwarded to the boy's district, that he was on his way home.

Now, I will come back to your question. The reason for the delay was that every one of these boys would say to me, as they had said to the advisor, "Well, I do not know what I am going to do. I do not know whether I am going to do this, that, or the other. I want to go home and find myself. I do not know where I am. I do not know what I am doing. When I get home and go through with this stuff, I am going to take it up." Whenever he did find out what he wanted, I would try to agree with him.

The CHAIRMAN. That was the rule everywhere, to let the boy go home a little while?

Mr. JOYCE. Yes, sir.

The CHAIRMAN. Before he started in this work?

Mr. JOYCE. That is what the majority of them wanted to do, to go home and consult with their people. I have advised many a boy to go home, and have a talk with his father, and if he did not have any father, to go to his bank, to his bank president, or to his minister, or to some big business man in the city, and put the case before him and say, "Advise me. Do with me as you would have somebody do with your boy."

The CHAIRMAN. What about the delays now in the district office?

Mr. JOYCE. I do not think there are any delays to speak of, sir.

The CHAIRMAN. What about the esprit de corps over there, the morale?

Mr. JOYCE. It is wonderful. I say that without the slightest hesitancy.

The CHAIRMAN. Is there any disaffection of any kind, any cross purposes, anywhere?

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Mr. JOYCE. I can not see any, sir. I get what I want, both from the central office and from my district office. I seldom go to the central office.

The CHAIRMAN. In your judgment, is the work successful?

Mr. JOYCE. Yes, sir.

The CHAIRMAN. Do you find any failures? I mean do you train people and put them out and find they do not succeed?

Mr. JOYCE. I have not had any experience like that. We have hardly had time for that, sir.

The CHAIRMAN. We will expect something of that kind later.

Mr. JOYCE. There has been some criticism about time, but if you want to give a boy an education, you have to put him through the graded school before he goes to high-school, and he has to go through the high-school before he goes to college.

The CHAIRMAN. You have had business experience?

Mr. JOYCE. Yes, sir.

The CHAIRMAN. I listened to that suggestion a moment ago about a person wanting to study—wanting to get in a school of finance and study accounting—who left school when he was in the eighth grade, and finds himself a man, disabled, and is anxious to get ready for this particular field. There is a certain amount of prevocational work that must be carried on before he could do the work he wants to do. Do you think there would be any doubt that he could get the prevocational work and that what he wants to do he could do ultimately?

Mr. JOYCE. Yes, sir. The best way to do would be as outlined by Mr. Braham; to send the boy first to the business college, and after he had been there six months——

The CHAIRMAN. Would there be any trouble in getting him in a business college?

Mr. JOYCE. Not a bit, sir.

The CHAIRMAN. He could get in all right?

Mr. JOYCE. Yes, sir; and after he has been there three months, six months, nine months, or a year, his tutor—his teacher—could tell whether he would eventually qualify as an accountant. An accountant has to be a pretty smart man. It takes a good deal of brains and a good deal of schooling.

The CHAIRMAN. A smart man, and a pretty responsible position?

Mr. JOYCE. And a pretty responsible position.

The CHAIRMAN. Have you yet found where persons eligible for training were not capable of getting it?

Mr. JOYCE. No, sir.

The CHAIRMAN. Even in that case we must meet with something of that sort.

Mr. JOYCE. I will correct that. In one or two instances I have changed a man's training from one thing to another. If you will permit me, I will cite you the instance. You were talking about deaf people. I had a man come to me who had been a newspaper man for two years, and he was studying, taking a law course, and had one more year to go. He broke the drum of his left ear, which made him very deaf. He took the lip reading, and he can carry on a splendid conversation if you are within 4 feet of him and talking to him. If you are talking away from him, he can not hear you.

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He was sent to me and wanted to take up newspaper work, and they asked me to readvise him and try to get him going.

Well, I took him to the Washington Times, and explained the circumstances, and they said they would give him a trial on newspaper work—that is, in the editorial department—and they would move him from the editorial to the business, and then rewriting articles, and I forget all the different phases, but they were trying to teach him the business. They did send him out on four assignments, and he came back with the goods on four interviews. I do not think the men interviewed knew he was deaf. But I find that that training has its limitations, and can only go so far, and he will never make a finished newspaper man. So I am taking that young man now up to the Department of Commerce, and having him taught to be an economic investigator, that is in the Department of Foreign Commerce. He is going to take a course in one or two of the foreign languages, and he will gather all the data and statistics up there, and before he has finished they will send him abroad to finish his training, and eventually we will have him pass the civil service examination, and he will get a very good berth, I think, in the Department of Commerce, or, if not, he may get a better berth with some big export house in New York.

Mr. BURROUGHS. About how many boys have you advised, Mr. Joyce, yourself?

Mr. JOYCE. About 6 or 10. They have all been advised when I get them. Mr. Burroughs, I have carefully avoided it. It is too much responsibility.

Mr. BURROUGHS. That part of it, then, has not been your special work?

Mr. JOYCE. No, sir.

Mr. BURROUGHS. It is rather in the way of placing them?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. And your title is supervisor?

Mr. JOYCE. No, sir; placement officer.

Mr. BURROUGHS. Are you connected, as placement officer, with the central office here, or is it with the Baltimore district?

Mr. JOYCE. I am with District No. 4. I have this territory in Washington, and a few miles in Maryland, and a few miles down in Virginia. We have another branch office in Roanoke, and we have one in Norfolk, and we have one in West Virginia—Wheeling, I think.

Mr. BURROUGHS. Did you state how many boys since you came with that office have been actually placed?

Mr. JOYCE. Placed on their own resources, and drawing money?

Mr. BURROUGHS. Yes.

Mr. JOYCE. No, sir.

Mr. BURROUGHS. Can you state about how many?

Mr. JOYCE. Well; I have not had any graduates as yet. I have not had any men come out of placement training to go into the job. They have not been with me long enough. I have some isolated cases. I would like to look them up in the office, men that I have placed and gotten jobs for, etc. Some of them did not take any training at all. I put them right in. They did not want any training.

Mr. BURROUGHS. Would you care to prepare a little list of such cases for the record, and have it go in the record?

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Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. I think the committee would like to have that done.

The CHAIRMAN. That will be done.

Mr. BURROUGHS. If you will prepare that and see that it gets here to us within a day or two——

Mr. JOYCE. Yes, sir. That is the number of men who have come through the Federal board, who have positions now, and are earning their own money through the operation of the Federal board?

Mr. BURROUGHS. Yes; or any other statistics of that general nature that you think would be of interest and of general value in this connection to this committee.

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. About how many boys have you now under your jurisdiction, as placement officer?

Mr. JOYCE. I think it is 97 or 98, but I have about 10 or 12 that are ready, and will be placed within the next 48 hours. I am simply waiting for them to come in. Their papers have been on my desk now from 4 to 5 days. I have not made contact with them yet. I have places for them, and as soon as the men come in there will be no trouble to put them in. The training has been outlined.

Mr. BURROUGHS. You have not found, as I gather from your testimony, any special difficulty in getting men placed for training?

Mr. JOYCE. No, sir; the cooperation that I am receiving from the business men and from the United States Government is wonderful.

Mr. BURROUGHS. Do you see any reason why there should be any special difficulty at any office, more than you have said at the Baltimore office?

Mr. JOYCE. I can not imagine it, sir.

Mr. BURROUGHS. There ought not, in your judgment, to be any special delay in getting the man actually placed for training?

Mr. JOYCE. No, sir; unless he has been surveyed for something rather exceptional that would be hard to find.

Mr. BURROUGHS. I think I understood you to say that at the present time, in your judgment, there is no special delay?

Mr. JOYCE. No, sir. As Mr. Braham, who has just preceded me, says, if a man comes through with his honorable discharge, and he has a disability, we can get him through within 24 hours, get him on the pay roll, and then there is no delay. We will finish him up after that.

Mr. BURROUGHS. Do you see any advantage in having any distinction between what has been termed here section 2 training and section 3 training?

Mr. JOYCE. Any advantage?

Mr. BURROUGHS. Yes.

Mr. JOYCE. The advantage is all in favor of section 2.

Mr. BURROUGHS. What I meant to ask by my question was, do you believe that there should be a distinction between section 2 and section 3? That is, do you think that all boys disabled to any appreciable degree, say, to the extent of 10 per cent, should receive training with maintenance, or not?

Mr. JOYCE. Yes, sir; I think they should receive it with maintenance.

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Mr. BURROUGHS. You would therefore be in favor of a change in the present law that would make that possible?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. To what extent, if at all, do you attribute the complaints that have been made heretofore by the disabled men to the fact that that distinction has been made up to this time?

Mr. JOYCE. Well, to the effect that it is trying to decide how a man is vocationally handicapped. There are two men who come out of the war, and they have their index fingers shot off. One man is a lawyer and the other man is a pianist. The lawyer is not vocationally handicapped, but the pianist is.

Mr. BURROUGHS. Well, now, who is the fellow to determine the extent of that vocational handicap?

Mr. JOYCE. I believe they term them the case board, sir, if I am not mistaken.

Mr. BURROUGHS. And if the cast board does its duty, the case board will find that the pianist, with his finger gone, is vocationally handicapped to a very substantial degree?

Mr. JOYCE. He has got to commence all over again. He can not carry on. If he was playing the piano for a living, he could not do it. He could in a measure give lessons, but it would be very helpful to him if he had that finger.

Mr. BURROUGHS. If the case board does its duty, when the next man comes up with the same disability and says he has been a lawyer, they will find he is not vocationally handicapped at all?

Mr. JOYCE. Yes, sir. I can not see where a man is vocationally handicapped that has lost his forefinger, if he is a professional man. That is my own personal version of it. I am not speaking for the case board. That is where a man gets section 3 and section 2.

Mr. BURROUGHS. From your personal observation and experience, would you say that the case boards have generally observed that distinction, or otherwise? Did you understand the question?

Mr. JOYCE. No, sir.

Mr. BURROUGHS. Do you think that the case boards have taken into account, when the two men that you speak of have come before them, taking your illustration, one being a lawyer and one a pianist, each with his index finger gone—have the case boards considered the man's vocation or business before he was disabled, in determining the extent of his vocational handicap?

Mr. JOYCE. Why, I do not see how they could do otherwise. They are determining the vocational handicap.

Mr. BURROUGHS. You would think, then, that they have done it?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. In accordance with what you think out to be done?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. I understand you, then, to say that there has or has not been much misunderstanding and dissatisfaction caused on account of the fact that there is a section 2 training and a section 3 training?

Mr. JOYCE. Why, yes; there has been more or less dissatisfaction among the boys who have been handed section 3 training, when they thought they ought to have had section 2, but I have not had much

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contact with them, because I am not in the advising end. That is all gone through with before I get the boys, and my part of the business just keeps me going all the time, because in addition to my work I look after a great deal of the war-risk work, personal work for the boys that are in our district No. 4.

Mr. BURROUGHS. And you would not actually have anything to do with these boys until after they had been before the case board?

Mr. JOYCE. That is all through before they reach me and are put right on the job. Sometimes they pass them along to me with the notice, "We have not enough of this boy's past history to determine the best method or the best training for him, and we are asking you to make contact and make your report back to this office, and if your suggestion, your recommendation, is compatible with his disability we will recommend it and you can so proceed."

Mr. BURROUGHS. Well, now, you would also have charge of the follow-up after the man is placed in training?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. Is that work being done at the Baltimore office?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. As it should be done?

Mr. JOYCE. It is being done in the Washington office.

Mr. BURROUGHS. As it should be done?

Mr. JOYCE. As well as it could be done. Of course, it will eventually get too big for me; but, as I say, there are two of us, Mr. Crowley and myself. We have got 50 men between us, and I know his men and he knows mine. We are supposed to see a man about every three weeks, and I have this contact myself. If a man is working for a firm and he does not come Monday they will telephone me on Tuesday, and Wednesday morning, if he is not there, I send the nurse. If the nurse reports back that he is ill we send a doctor. If the doctor says he can not stay at his home we send the wagon and he goes to the hospital.

Mr. BURROUGHS. How many men in such an office as the Baltimore district can one individual follow-up?

Mr. JOYCE. Well, I believe I could handle—I can only judge that from my own capacity, probably.

Mr. BURROUGHS. How many men do you think you are capable of following up?

Mr. JOYCE. I will not call for help until I get 150, although Washington, you know, is a "city of magnificent distances," and we do not have to go sometimes 10 miles from one place to another.

Mr. BURROUGHS. In order to follow up as many as 150 men, they would have to be in a pretty compact region, would they not?

Mr. JOYCE. They are. All my men are all around the business section of the city. I have one man at Hyattsville, and at Rockville, and places like that. I take the afternoon off and go out, leaving the office about 1 o'clock, and enjoy the car ride, and see the man, and come back, and take a little holiday, and spend the afternoon with him, but further than that I think I could easily handle 150 men.

Mr. BURROUGHS. Now, do you follow up the men you place not only in industries where they are on the job, but also the men who are taking institutional training?

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Mr. JOYCE. No, sir; I have nothing to do with the institutional training. If a man comes in the office who is an institutional man, if everybody is busy I try to wait on him and try to pacify him and try to interest him until the institutional man can get him, because he knows more about it than I do. In the same way they keep away from my man, because they know that I know him and know what he wants.

Mr. BURROUGHS. But it is equally important that that man should be followed up?

Mr. JOYCE. Yes, sir; to see that he is not playing hookey and he is doing his duty, etc. I think that is being done.

Mr. BURROUGHS. And that the Government is getting value received for its expenditure of money?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. This whole follow-up system is very important, both from the man's standpoint, and from the Government's standpoint?

Mr. JOYCE. It is almost impossible—I say almost impossible, but it is hardly possible for one of my boys to be away two days without my knowing it, because I am in close contact and I know these men that are hiring them, I know them personally, having resided here, not all my life, but since I was born, and I know all the business men, and I am very fortunate in having a personal acquaintance with the majority of them, and they take a great interest in the boys. When I tell a man that he is going to be this boy's counsellor, and that he is responsible, he just throws his chest out, and thinks he has got a lot of responsibility for that boy, and does take a great interest in him.

Mr. BURROUGHS. You have had quite an experience since you came with the Federal Board. Tell the committee, if you will, in a general way, if you see anything in the operation of the system now that, in your judgment, needs correction; I mean as it is operating at the present time.

Mr. JOYCE. As it is operating at the present time?

Mr. BURROUGHS. Yes.

Mr. JOYCE. No, sir. I have seen a great many faults corrected since I have been with the organization. When I say "I," excuse the "I," but I did something the other day that probably could not have been done six months ago. There was a certain gentleman came to me—in fact he is up at the Capitol, and his son was in Los Angeles. He said his son had been discharged a year, and that he had not wanted to make any claim for compensation or training, because his father is a public man, and he deferred it, but his father said, "I wish you would take it up with my boy. I went right to the War Risk, and explained the situation.

The public-health officer wired his man at Los Angeles, the boy was examined there the next day, and I had my central office wire our office in Los Angeles, and they saw him and made out his compensation papers, and a copy of his discharge, and forwarded them on here, and in 10 days the boy had been declared eligible for training under section 2 of the act. Later he was given compensation by the bureau, and it was only day before yesterday that a full check was mailed him at Los Angeles for the amount of money, 20 per cent.

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He got $12, I think, or $16 a month from the time of his discharge, and the check was sent to him. I got a very nice letter from the boy's father. I said I do not think we could have done that six months ago. There would have been too much red tape here, writing backward and forward, and getting permission from the central office, and that is why I say that it would have taken six or eight weeks to do it. That was not an exception. Anybody can do that, anybody who is connected with the board.

Mr. BURROUGHS. In your judgment, is there now too much of what you have termed "red tape"?

Mr. JOYCE. No, sir; they have eliminated a great deal of it.

Mr. BURROUGHS. Has the power been sufficiently decentralized, in your opinion, has enough of it yet been placed in the hands of the district offices so that they may act in the district offices with a reasonable degree of freedom?

Mr. JOYCE. Yes, sir; we can act in the district offices now with a reasonable degree of freedom; that is, the district vocational officer can. There are things that he can do that we can not in the branch offices. We submit cases for training to him and he gives his opinion right off the reel, and if there is any hurry, he will either telephone or wire.

Mr. BURROUGHS. There is no especial delay to-day occasioned because of the fact that the district vocational officer has to communicate with the central office before making the decision?

Mr. JOYCE. No, sir. Of course, these things have to go through the regular channel, but the delays in the channel are nothing compared to what they used to be.

Mr. BURROUGHS. You say that as a business man?

Mr. JOYCE. Yes, sir.

Mr. BURROUGHS. Accustomed, as most business men, to take action in a rather direct way?

Mr. JOYCE. We are doing it now. We did not do it before. There were too many forms. It was the interpretation of the law, and I think they were afraid to go ahead.

The CHAIRMAN. You are excused.

(The witness was thereupon excused.)

TESTIMONY OF MR. THOMAS C. NALL, VOCATIONAL ADVISER, FEDERAL BOARD FOR VOCATIONAL EDUCATION, STATIONED AT WALTER REED HOSPITAL.

The CHAIRMAN. Give your full name and address.

Mr. NALL. Thomas C. Nall; my home address is Wheetley, Ark.; city address: 300 First Street SE.

The CHAIRMAN. What is your position, Mr. Nall?

Mr. NALL. Vocational adviser with the Federal board, stationed at Walter Reed Hospital.

The CHAIRMAN. How long have you been stationed at the hospital?

Mr. NALL. Since April 21, 1919.

The CHAIRMAN. What had been your previous training?

Mr. NALL. I have taught school practically for 20 years, with the exception of two years as a bookkeeper.

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The CHAIRMAN. You say you taught school for how long?

Mr. NALL. About 20 years.

The CHAIRMAN. What is your work at the hospital?

Mr. NALL. Vocational adviser.

The CHAIRMAN. Of what does that consist?

Mr. NALL. In making contact with the men before they are discharged; that is, the wounded men, the ones who are discharged, or what we term S. C. D., on a surgeon's certificate of disability, making surveys for these men. I believe the survey was explained a while ago.

The CHAIRMAN. How many men are there with you—I mean connected with the board—doing the work you are doing?

Mr. NALL. At the present time I have one man with me, Mr. Metcalf. Before he came out some weeks ago, Mr. Braham was with me out there, doing the same kind of work.

The CHAIRMAN. How many men would you have to survey out in a hospital like that?

Mr. NALL. I do not believe I understand your question.

The CHAIRMAN. I am trying to get at the amount of work you have to do.

Mr. NALL. Some days we have been very, very busy. We have had as many as three advisers out there at a time. They have been busy all day. Some days we are not so busy, but I should judge we have averaged somewhere between 8 or 10 men a day.

The CHAIRMAN. Could one man survey 8 or 10 men in one day?

Mr. NALL. Well, that would depend upon the man.

The CHAIRMAN. Which do you mean, the man surveyed?

Mr. NALL. The man who is surveyed. If you get hold of a man who has a good idea of what he wants to do, and when he tells you that, and you know it is a feasible line of training he is asking for, it ought not to take longer than 30 minutes to write that survey out; but when you get hold of a man who does not know what he wants to do, or what he can do, and you discuss the different lines of training that you think would be feasible for him, it takes more time.

The CHAIRMAN. Do you work every day out there?

Mr. NALL. I do.

The CHAIRMAN. How do you pick out the men out of the great group that has to be surveyed? Do you assume that every man is to be surveyed for vocational training, or is it only a certain class of men?

Mr. NALL. Only those who are going to be discharged on an S. C. D., and they are sent to the Vocational Board's office. This sometimes happens. If it is not convenient for those men to come to the office, in cases where we have double amputation cases, we go to the ward, making contact with the men there; but otherwise they are sent to the office.

The CHAIRMAN. What I am leading up to is, is it possible for a man to be discharged without having been surveyed, a man who is eligible for training, in order to have it?

Mr. NALL. Yes, sir.

The CHAIRMAN. That is possible?

Mr. NALL. That is sometimes done.

The CHAIRMAN. You were here a moment ago when I was speaking of these two men?

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Mr. NALL. I had a man get by me last week, a man by the name of Russo. When I was furnished the list of men who were to be discharged on S. C. D. and I took up this list, I found that this man, Russo, had not been surveyed. I phoned him the first thing that morning to his ward and asked him if he would come over, and he said he would. About noon I phoned him again, and he said he would come in the afternoon. In the afternoon I went to see him, and he said, "I am busy packing up and getting ready to get out of here, but I will see you in the morning at 9 o'clock." I never did make contact with him.

The CHAIRMAN. Was he a man with a limb off?

Mr. NALL. I do not remember his disability.

The CHAIRMAN. I am inclined to think that is the name of one of the boys that I was introduced to.

Mr. NALL. I do not remember his first name, but his last name is Russo.

The CHAIRMAN. Whose fault is it, Mr. Nall, when these boys get away from you?

Mr. BRAHAM. Pardon me, sir. I know George Russo. I have known him for a long time. He is an old ex-prize fighter in Newark, N. J. I have talked with him a dozen times about his future training. If George left without survey, it was because he wanted to. He did not know what he wanted to do, and thinks he will decide some time later.

The CHAIRMAN. I am rather of the opinion that that was the name. I thought it was Russell.

Mr. BRAHAM. A broad, dark-faced, stocky sort of fellow?

The CHAIRMAN. Yes; very muscular looking.

Mr. BRAHAM. With a leg amputated?

The CHAIRMAN. Yes.

Mr. BRAHAM. He was one who held up his discharge because he did not want to sign it. He held it up for six months.

The CHAIRMAN. Well, the hope was that nobody would get out of the hospital, where we had advisers located, without having a survey, so we would know what to do with him, and if there is any likelihood of many of those cases, it ought to be corrected.

Mr. NALL. Yes, sir.

The CHAIRMAN. If it is because you do not have men enough to do the work we ought to supply the men, because men who come out in the way this man did and talk not only to the public but to Members of Congress, they impress those who hear them that something is wrong, and they leave a very bad impression, not only of the work but of those responsible for having the work done, including Congress.

Mr. NALL. I do not believe there is a man in that hospital out there who does not know about the Federal Board. I talk with the men a good deal, and I have put that question to them: "Is there anybody in your ward who has not heard of the Federal Board and does not know that we have an office here?" And they have said, "No; I do not think there is a man in the crowd but what knows it." There might be some men who might not hear of it, but I do not see how it is possible to be out there and not hear of it.

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The CHAIRMAN. What is necessary for you to be permitted to survey a man? Is there a permission that you have to get from the military authorities?

Mr. NALL. Well, no. Rather than getting permission, the military authorities really assist in sending the men to me.

The CHAIRMAN. There is no conflict there, then, between the two, the civil authority and the military?

Mr. NALL. Not since I have been there, that I have ever known of. The medical staff there has been very kind indeed in furnishing the medical data and copies of discharged. I never met a more courteous bunch of men in my life than the officials out there at Walter Reed.

The CHAIRMAN. There is cooperation?

Mr. NALL. Yes.

The CHAIRMAN. Is there any of what we call prevocational training carried on in the hospital, which we used to call curative or bedside training?

Mr. NALL. Yes; if you term that work that is done by the occupational therapy department there prevocational training.

The CHAIRMAN. That is done under the direction of the military authorities?

Mr. NALL. Yes, sir. I can give an illustration of that. Sometime ago a young man came up for survey, and he was undecided as to what line of work he would like to follow. His education was limited, and I sent him down to the acetylene welding shop. I had just checked up on his survey, and I told him to go down there and stay a week or 10 days, and then come back and we would finish that survey. When he came back he was delighted with that line of work, and we have recommended that line of work for him.

The CHAIRMAN. The law does not presume to force anybody to take training; it is always voluntary. What is the attitude of the boys in the hospitals toward training?

Mr. NALL. The majority of them want training.

The CHAIRMAN. Do you find some who do not want it?

Mr. NALL. I have found a very few who did not want training. I think they absolutely want training, beyond the shadow of a doubt, in the majority of cases. There are some who have said they do not want any training, but very few.

The CHAIRMAN. When you find a person like that, what is the attitude toward him?

Mr. NALL. Well, it is like this: I try to explain to that boy that it is to his advantage to take the training, and I have used this illustration in talking to him: That it is like the old story about taking a horse down to the brook to drink. The water is there for him, but if he does not drink he does not have to; there is nothing compulsory about it. The difference in this case is that the Federal Board is bringing the brook up to the man to drink, and if he wants it, all right; if he does not, there is nothing compulsory about it. We can not make him take it.

(The witness was thereupon excused.)

The CHAIRMAN. The committee will stand adjourned until 10 o'clock to-morrow.

(Whereupon, the committee adjourned until Tuesday, May 11, 1920, at 10 o'clock a. m.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Tuesday, May 11, 1920.

The committee met at 10 o'clock a. m., Hon. Simeon D. Fess (chairman) presiding.

TESTIMONY OF MR. JOSEPH B. McANDREW, 2240 TELEGRAPH AVENUE, BERKELEY, CALIF.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Mr. McAndrew, give your full name and your present address.

Mr. McANDREW. Joseph B. McAndrew, 2240 Telegraph Avenue, Berkeley, Calif.

The CHAIRMAN. Mr. McAndrew, where are you located just now?

Mr. McANDREW. In Washington I am located at 101 Massachusetts Avenue, NW.

The CHAIRMAN. Before coming to Washington, where were you?

Mr. McANDREW. Just previous to coming to Washington I was at Dandridge, Tenn., for a short time.

The CHAIRMAN. And where had you been before you came to Dandridge, Tenn.?

Mr. McANDREW. The University of California, Berkeley, Calif.

The CHAIRMAN. In school there?

Mr. McANDREW. In training under the Federal board.

The CHAIRMAN. You are a service man, then?

Mr. McANDREW. Yes, sir.

The CHAIRMAN. What was your service?

Mr. McADREW. Well, my service was nine years in the Regular Army, three years in the National Guard of Texas, and two years in the National Army.

The CHAIRMAN. Did you serve in this war?

Mr. McANDREW. Yes, sir.

The CHAIRMAN. Were you overseas?

Mr. McANDREW. Yes, sir.

The CHAIRMAN. When did you go over?

Mr. McANDREW. I went over on July 6, 1918.

The CHAIRMAN. Were you in action?

Mr. McANDREW. Yes, sir.

The CHAIRMAN. Where?

Mr. McANDREW. At St. Mihiel, Verdun, and the Argonne.

The CHAIRMAN. Were you wounded?

Mr. McANDREW. Yes, sir.

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The CHAIRMAN. When were you discharged?

Mr. MCANDREW. I was discharged the 10th of May, 1919.

The CHAIRMAN. What was your disability?

Mr. MCANDREW. Fifty per cent.

The CHAIRMAN. What was your wound?

Mr. MCANDREW. My wound was a wound in the left knee and slightly gassed and one wound above the left eye, slight.

The CHAIRMAN. In your rating by the War Risk Insurance, what was your compensation allowance?

Mr. MCANDREW. My compensation allowance under the War Risk is unknown for the simple reason that while I received 50 per cent disability, I was termed a total disability because I went into training almost immediately and I never investigated just what I would have received if I had not gone into training.

The CHAIRMAN. You were discharged at what time, did you say?

Mr. MCANDREW. I was discharged the 10th of May, 1919.

The CHAIRMAN. Where were you discharged?

Mr. MCANDREW. I was discharged at the Presidio, San Francisco, Calif.

The CHAIRMAN. And entered the California University in training how soon afterwards?

Mr. MCANDREW. I entered training at Davis University Farm School the 9th of June, one month lacking one day after my discharge.

The CHAIRMAN. Did you have any difficulty in making contact with the board?

Mr. MCANDREW. Absolutely none, sir.

The CHAIRMAN. Did you encounter any delay in the final adjustment of your case?

Mr. MCANDREW. None, sir.

The CHAIRMAN. How long were you at this farm?

Mr. MCANDREW. I was at this farm from the 9th of June until about the—I have letters here that I could read that would bring all that out, and I think it would be well to have them in the record showing just the action that was taken by the board in my case.

The CHAIRMAN. Since we have had nothing from that district on the coast, we would be glad to have you read them.

Mr. MCANDREW. All right, sir. On the 22d of May, 1919, 12 days after my discharge from the service, I received the following letter from the Federal Board for Vocational Education for the twelfth district, not in answer to any letter I had written, but just a follow-up letter:

MAY 22, 1919.

MR. JOSEPH B. MCANDREW,
Arroyo Sanitarium, Livermore, Calif.

DEAR SIR: Some time has elapsed since you were interviewed by a representative of this board, and we wish you to know that your case has not been forgotten. Recommendation for training has already been made by us to our central office in Washington, and we are hoping for an early reply. We will advise you as soon as word is received, and trust that you will be able to take advantage of the opportunity when you are notified.

Please inform us at once in case this letter has not been correctly directed, or in case of further change of address, in order that we may be able to reach you at all times without delay.

Very truly, yours,

R. T. FISHER,
District Vocational Officer.

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The CHAIRMAN. What is the date of that letter?

Mr. MCANDREW. May 22.

The CHAIRMAN. And you were discharged on what date?

Mr. MCANDREW. I was discharged the 10th of May. Two days later I received another letter, showing they had acted promptly in regard to my case and made arrangements within two days even.

MAY 24, 1919.

Mr. JOSEPH BLAINE MCANDREW,
Arroyo Sanitarium, Livermore, Calif.

DEAR SIR: We are requesting the central office in Washington, D. C., to approve for you a course of training in agriculture, majoring in rural institutions, at the College of Agriculture, University of California, Berkeley, and Davis.

We are sending you herewith some mimeographed notes containing full information regarding the special agricultural courses that will be given at Davis during the coming summer. These courses have been prepared especially for the men desiring agricultural training under the provisions of this board, and will be of a very practical nature. After these courses are over you could continue your training in the regular courses of the College of Agriculture.

You will note that these special courses begin on June 9, and that the first three weeks consist of a course in horticulture, parallaled by another course in farm-tractor operation.

Kindly examine this material and advise us immediately whether or not you desire to take advantage of any of these special courses. If so, we will make an effort to secure the approval of the central office for your training before June 9. We will also make arrangements for your transportation to Davis.

Trusting that you will give this matter your careful and early consideration, we beg to remain,

Very truly, yours.

R. T. FISHER.
District Vocational Officer.

The CHAIRMAN. That was two days after the first letter?

Mr. MCANDREW. Two days afterwards. Now, on the 9th of June I went to the office of the board, or rather it was the 8th of June, a day previous, I went to the district office of the board. They had sent me transportation, and in about 20 or 30 minutes they made arrangements for my transportation, and, accompanied by six other men, I took the six men to the Davis Farm School, about 90 miles northwest of San Francisco. They have a farm there of 1,100 acres, and I would like to state now——

The CHAIRMAN (interposing). Did you not use the pronoun "I" and say, "I took the men"?

Mr. MCANDREW. They turned the men over to me, sir, and we went up to Davis. That was a receiving station, in fact, and they had arrangements made whereby men could take almost any kind of training there preparatory to the work they cared to go into, whether it was mechanical, literary, agricultural, or what. They had that arranged. They even had a school there for those men who were deaf, and I think they had the second largest school for deaf boys in the country.

The CHAIRMAN. I am interested to know why they turned the men over to you.

Mr. MCANDREW. Well, I do not know, unless they just thought I had a little more service than the others, perhaps.

The CHAIRMAN. There was no one connected with the board to go with them?

Mr. MCANDREW. With us?

The CHAIRMAN. Yes.

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Mr. McANDREW. The board at that time was very busy and I suppose they did not have anyone to send.

Mr. NELSON. How far did you have to go?

Mr. McANDREW. Ninety miles.

The CHAIRMAN. I do not know whether there would be any necessity for a member of the board to go; I am not sure about that.

Mr. McANDREW. None whatever; in fact, they were sending men up there every day and it would have been a task for one man, and the law, as I understand it, did not make any arrangements for a man to accompany these men from their residences to the places of training.

The CHAIRMAN. What I had mainly in mind was to fix your relationship with the board, whether you had any official relationship with the board.

Mr. McANDREW. None at all.

Mr. NELSON. And were you chosen probably because you had been longer in the service or because you were less disabled?

Mr. McANDREW. I would suppose that. I do not know what prompted them to select me for that position or anything like that.

The CHAIRMAN. What had been your education?

Mr. McANDREW. Previous to that time?

The CHAIRMAN. Yes.

Mr. McANDREW. I had been out of school for 15 years.

The CHAIRMAN. How far had you gotten when you left school?

Mr. McANDREW. I had completed high school.

The CHAIRMAN. That is sufficient; go ahead.

Mr. McANDREW. We arrived in Davis and everything was very satisfactory up there. The training started immediately, classes were established in botany, horticulture, tractor operation, classes in English, and numbers of other courses that I do not remember just now, that I was not particularly interested in personally. Then we organized all the wounded soldiers at the Davis farm into what was known as the independent war veterans and tried to establish a good spirit, you know, and keep them cheered up.

The CHAIRMAN. Upon whose initiative was that?

Mr. McANDREW. Upon mine, sir. I will read this letter. The next letter I received was dated June 25, 1919:

Mr. JOSEPH BLAINE McANDREW,
University Farm, Davis, Calif.

DEAR SIR: I wish to both congratulate you and thank you for the work that you have been doing at the University Farm School by way of assisting in organizing the men and fostering a good spirit among them.

I am sorry to say that we have not as yet received the final approval for your training, and this being the case I would recommend that you plan on taking the next series of courses at Davis rather than attend the summer session at Berkeley. Also considering the fact that Dr. Meade is not very active as yet, I think you will find that the next six weeks at the university farm school will probably be of more value to you than any work that you could secure at Berkeley. You will find the next series of courses in agronomy, irrigation and farm management very practical, and I am sure you will get a great deal out of it.

We are sending another letter to Washington this morning, asking them to give us an early decision on your case.

Should you be in need of any funds please advise Mr. Kelly to this effect, and he can request a loan for you from the Elks' fund. Your pay started from the day that you entered training.

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The CHAIRMAN. Who was Dr. Meade?

Mr. MCANDREW. Dr. Meade is professor of rural institutions at the University of California.

The CHAIRMAN. Was he associated with this farm?

Mr. MCANDREW. No, sir; his work was all at Berkeley—the college of agriculture at Berkeley.

The CHAIRMAN. Was he identified with the board?

Mr. MCANDREW. Not at all, sir.

The CHAIRMAN. What does the letter mean when it says, "Dr. Meade is not very active as yet"?

Mr. MCANDREW. He had been ill, but he was the man I wanted to take this work under.

The CHAIRMAN. I understand.

Mr. MCANDREW (reading):

In looking through your file I think it is necessary for you to have vouchers filled out supporting your wife's dependency. I will ask Mr. Howland to write you in detail as to just what is necessary. As long as you are on the receiving-station basis your pay will run at the rate of $75 per month.

I expect to be up to the farm school Tuesday of next week and will look forward to seeing you at this time.

Very truly, yours,

V. C. BRYANT,
Special Agent in Agriculture.

R. T. Fisher.
DVO.

The CHAIRMAN. That letter is dated the 25th of June, and you reached there about the 10th of June?

Mr. MCANDREW. Yes, sir; the 8th, in fact. Now, I wanted to take as much work as I possibly could at Davis and also at Berkeley—they work together— and I had been recommended or my recommendation was pending for this work at the two places, so I wrote Mr. Bryant a letter in July—I have forgotten the exact date—asking that I be allowed to go to Berkeley to take the summer course there, as it fell in line with the work I was training for.

The CHAIRMAN. Could you not get that at the farm?

Mr. MCANDREW. Well, I could get that in a way; yes. I could get that which would be of great interest and in a way a necessity.

The CHAIRMAN. Why did you want to go to Berkeley?

Mr. MCANDREW. Because the work they had to offer during that summer session fitted more closely in with the work I had been taking up.

The CHAIRMAN. Does that mean that you were working at this time at the farm?

Mr. MCANDREW. Oh, yes; I was taking my course right along.

The CHAIRMAN. You were just planning for the summer session?

Mr. MCANDREW. Planning for the future; yes, sir. So in answer to that I received this letter dated July 7 almost immediately answering my letter:

Mr. JOSEPH BLAINE MCANDREW,
University Farm, Davis, Calif.

DEAR MR. MCANDREW: Replying to your letter of July 5 to our Mr. V. C. Bryant, we note what you say regarding being desirous of beginning your training at Berkeley during the present summer session.

Owing to the fact that we have not received formal approval for your training from Washington our supervisor of training considers it advisable for you to remain at Davis on receiving station basis until such time as this approval is received.

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We thoroughly appreciate that the work that Prof. Kern is giving at Berkeley would be of great interest to you, and regret exceedingly that we have not received word from Washington that would authorize us to transfer you to Berkeley.

We trust, however, that you will be able to take the regular summer work at Davis, and that you will find it worth while. We feel that the general information, such as you will be able to secure from these courses, will be of great value to you later on in your settlement work. We feel sure that when you become actively engaged in this work you will find it necessary to do a certain amount of farm advising, which will necessitate a good deal of fundamental information as to how things should be done.

As soon as we hear from Washington we will advise you.

Very truly, yours,

R. T. FISHER,
District Vocational Officer.

The CHAIRMAN. That would indicate that there was some delay in taking action here in Washington?

Mr. MCANDREW. No; they passed on it before the summer school started all right, sir.

The CHAIRMAN. Did it inconvenience you any?

Mr. MCANDREW. No, sir: not at all. They passed on it and I reported to Berkeley exactly the day the school opened.

The CHAIRMAN. And you were at work during this time so you were not waiting.

Mr. MCANDREW. I was not waiting any way.

The CHAIRMAN. And you were not delayed in what you were doing. You were planning for work that you wanted to leave the farm for during the summer session?

Mr. MCANDREW. That is it; and taking into consideration that right during this period of June and July they were changing and dividing the two organizations, the War Risk Insurance and the Federal Board for Vocational Education, it stood out in my mind even at that time as a rather wonderful feat in departmental work, anyway.

JULY 16, 1919.

Mr. JOSEPH B. MCANDREW,
2240 Telegraph Avenue, Berkeley, Calif.

DEAR SIR: We are pleased to advise you that the central office in Washington, D. C., has approved for you a course of training in rural institutions at the University of California, Berkeley, Calif.

We would suggest that you call at this office at your earliest convenience and make out the necessary affidavit supporting your wife's dependency. You need to have this affidavit signed by two persons who know you, know your wife, know you to be married, and know that your wife is living and dependent upon you. The affidavit should be supported by a certificate of marriage, if you have one, or statement from the official who performed the marriage ceremony. This statement may be included in your affidavit, signed by two persons, in case they know positively that you were married.

As soon as we receive this affidavit we can then forward necessary forms to Washington which will put you on our regular pay roll.

Very truly, yours,

R. T. FISHER,
District Vocational Officer.

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I entered training at the regular summer session at Berkeley, Calif., taking up my course.

The CHAIRMAN. That was some time in July?

Mr. MCANDREW. Yes, sir; and I completed the summer school there and almost immediately the regular fall semester opened and I entered there carrying on the course, with additions that would fit in with my work in preparation for a departmental Government position in the Department of Agriculture or Interior or some other department.

The CHAIRMAN. How long did you remain at Berkeley?

Mr. MCANDREW. I remained at Berkeley until I left on sick leave the 3d of April, sir.

The CHAIRMAN. Was that this year?

Mr. MCANDREW. This year; yes, sir.

The CHAIRMAN. How far did you get in your work? How near did you complete your course?

Mr. MCANDREW. Well, the course I had planned would not be necessary for a degree and my plan was to get through just as rapidly as I could and obtain a position with the Government. I consider that my training is completed. If I can convince the board and if I can convince the Civil Service Commission and a few other people, I am pretty sure that I have. I do not want to stay in this training——

The CHAIRMAN (interposing). What kind of a certificate did you get from Berkeley?

Mr. MCANDREW. I have no certificate yet.

The CHAIRMAN. None whatever.

Mr. MCANDREW. None at all.

The CHAIRMAN. What length of course was it that you entered upon when you entered at Berkeley?

Mr. MCANDREW. Well; I was special student there. There was no particular length of time. I can stay there, and I imagine gain information, for four years, as far as that goes, or longer, but the question is, it would not fit me any better for a position which perhaps would be filled by that time. The work that I am taking requires a knowledge of economics, political science, public speaking, rural institutions and——

The CHAIRMAN (interposing). You could not get that in a few months; that would take a good while.

Mr. MCANDREW. I could not, if I did not have some ground work; no, sir.

The CHAIRMAN. Are you on sick leave now?

Mr. MCANDREW. Yes, sir; my status at this time is training under the Federal Board, still verbally on sick leave.

The CHAIRMAN. What is your plan?

Mr. MCANDREW. What am I planning?

The CHAIRMAN. Yes.

Mr. MCANDREW. I am planning to enter the work with the Federal Board.

The CHAIRMAN. You mean you are training yourself for that sort of service?

Mr. MCANDREW. I consider myself already trained for that; sir.

The CHAIRMAN. Mr. Nelson, do you want to examine the witness?

Mr. NELSON. I do not know that I have any questions, but I would be glad to have him continue along this line because his testimony is

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very interesting to me. I am wondering if he could tell us, inasmuch as he seems to have had much experience—I do not know what the gentleman's story is, but he seems to have had more experience than the average man who has been before us, and I am wondering if, in your opinion, your case is an exception or whether from your observation you are led to believe that others have had the same satisfactory treatment so far as that district is concerned. Have you any knowledge on that?

Mr. McANDREW. Yes, sir; mine is not an exceptional case at all; in fact, they operated the same way out in district 12 in regard to practically all the men, and if any man was delayed or held up there was always some reason that of course I can not explain in detail, not knowing about it and having other things to think about, but my case, as I have stated, is not an exceptional case at all. They acted with the same promptness in other cases that they did in mine that I know of, in hundreds of cases.

Mr. NELSON. Is it your experience that the men generally are satisfied with the treatment they have received?

Mr. McANDREW. Pardon me?

Mr. NELSON. Has your experience been such that you think you would be justified in saying that the men in training or the men who have made application for training are satisfied with the treatment they have received?

Mr. McANDREW. The treatment they have received from the Federal board has been excellent, and I think they will all admit that, and they are comparatively well satisfied, with the exception of a few things, for which the board and Congress and perhaps no one else is at fault. We have not been receiving, or, rather, I will say, they have not been receiving, enough money to live properly in San Francisco. I have read the testimony that has been offered here by others, and it has been stated that in New York it was impossible to live for this amount; that everything was so high. Well, I have been in New York and California both, and California is higher than any place I know of in the entire country. It is at least one-third higher than here in Washington.

The CHAIRMAN. Have you tried to live in Washington? Have you tested out Washington?

Mr. McANDREW. Yes, sir. Undoubtedly, clothing and food and everything else is higher there than it is here. Every one of them was paying $50 a month for board, and that was not including the room, and when you subtract room rent from his $80, which most of them have been drawing, and also subtract for laundry and other necessary expenses, he has nothing left; in fact, he is going in the hole. A lot of them have really been expending money that has been given them by their relatives or received from other sources. I know I have spent considerable.

The CHAIRMAN. That law which you refer to passed the House and was taken up in the Senate the other day.

Mr. McANDREW. Yes; I understand that.

The CHAIRMAN. And they let it go over for a day or so, but they will act on it, so that bill will become a law in a few days.

Mr. McANDREW. I would now like to take up a few other things, sir, that I think would work for the benefit of the board and for the

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country as a whole. I think that a leave of absence should be extended to *all* these men in training—at least one month a year, regardless of *sick* leave. I do not mean that they should get two leaves, or anything like that, but I do not think it should be necessary for a man to go through an examination in order to get a leave, because it is almost impossible for a man to attend a university or any other kind of educational institution without a leave of absence at some time during the year, and under the law, as it is interpreted, you have to go through a medical examination to show that you are physically unable. Well, it is obvious that a man who has been disabled anyway, who has been wounded or injured, is physically disabled and incapable of pursuing this training continuously. Now, a man could go to school, and I would be perfectly glad to—I went 11 months straight—but they do not like to give up. The men do not feel like they should receive pay from the Government while they are not in training, and it places them in a peculiar sort of position. They do not like to ask for anything. They just go until they drop; and we have had some cases of men who would not go for their examination and get a leave when they really should.

That was up to them personally, of course; but I am just telling you their attitude. Their spirit has been wonderful; and I wish it was possible for the committee to be able to visit those boys at the University of California and other educational institutions out there to show you that they are just simply striving to do the very best they can and that they are appreciative of the opportunities the Government has offered.

The CHAIRMAN. Suppose you were granted a leave of one month; how much would that interrupt your regular work when you returned?

Mr. MCANDREW. Well, it would not interrupt it any more than the average man's college career is interrupted each year.

The CHAIRMAN. Do you mean that under the law, instead of going nine months in the year as the college regulations stand, we would have to send the boy 12 months in the year?

Mr. MCANDREW. It seems to me that is the way it is.

The CHAIRMAN. I do not think that is the idea.

Mr. MCANDREW. It is not?

The CHAIRMAN. No; because if you are in college, a good many of the colleges are not in session more than nine months.

Mr. MCANDREW. Yes; but they have their summer schools and intersessions.

The CHAIRMAN. A good many do not.

Mr. MCANDREW. The ones we have been attending certainly do. You can go there continuously almost.

The CHAIRMAN. Yes; some of them do.

Mr. MCANDREW. And we do. That is just a question I am bringing up.

Mr. NELSON. How many men are in training, or how many men were in training, at Berkeley?

Mr. MCANDREW. When I left, 126 at Berkeley and 50 at Stanford University, 176 still up at Davis Farm School, about 100 at the University of Nevada, 50 at the University of Southern California, and 200 at the University of Arizona. Those men were mostly, as I understand it, tuberculosis cases. I have only met three or four of

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them who have since been transferred up there. I suppose their health has improved.

The CHAIRMAN. Reverting to this other question, Suppose that you yourself found your strength giving away under a long continuance of study, and you were not sick but you had reached the point where you ought to have a rest and you made application, under those circumstances, to the authorities for a month's leave, do you understand that your application would be rejected?

Mr. MCANDREW. No, sir; it would be approved. It has been, and I do not know of its ever being refused out there.

The CHAIRMAN. Well, is not that all the leeway we ought to have in the law? Is not that sufficient?

Mr. MCANDREW. To protect the health of the men, I hardly think so, because a lot of them are not going to ask for this leave until they completely collapse, and I know that some of them will just go right through with it.

The CHAIRMAN. Do you mean by that that the soldier is not in a state of strength that the average college man is, and therefore needs more rest than the average fellow going to college?

Mr. MCANDREW. Undoubtedly.

The CHAIRMAN. Well, that may be true.

Mr. MCANDREW. It is true.

The CHAIRMAN. And probably is. You may proceed.

Mr. MCANDREW. Now, it has been stated here that we need something to restore confidence in the Government and the Vocational Board and everything else. Through no fault of the Government or the board, but during this period when lots of men were discharged from the service, not knowing anything about the board or its operations, apparently, according to testimony that I have read which has been offered before this committee, they went to their homes and went out into the country; and, as Mr. Robsion stated, down there a lot of them never heard about it. I think the biggest problem that confronts this board now is to establish contact with those men who through no fault of their own lost the opportunity, and also to try to encourage and interest those men whose applications for training have been approved and get them in training as rapidly as possible, because, as I understand it—correct me if I am wrong—under the law they can come back and ask for this training within five years, can they not?

The CHAIRMAN. That would be a ruling.

Mr. MCANDREW. I think it would be a matter of governmental efficiency to start in a compaign to interest those men and get those men in training who are entitled to training and whose training has been approved as rapidly as possible.

The CHAIRMAN. How do you explain that 30,000 men have been approved who have not taken advantage of it? Is that the fault of anybody who has failed to present the arguments for training?

Mr. MCANDREW. No; with the exception of the period when it was necessary for the Federal Board to withdraw their representatives from the hospitals. That was during the period——

The CHAIRMAN (interposing). The thought that you have just been testifying to is that we ought to have a campaign to impress upon these boys the necessity of their accepting the Government's offer.

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Mr. McANDREW. Yes. I think that has been presented just as ably as the board could present it, but I think that the men to present that and the men they would listen to more than any others are their wounded, disabled comrades themselves, and they can use women or they can use anyone they care to, but I am telling you that the ones they will listen to now are those who have been wounded, because the first question they will ask is, "Where were you wounded?" I do not say that they are all that way, but large numbers are.

The CHAIRMAN. Well, what is your recommendation?

Mr. McANDREW. I am going to give that, sir. My recommendation is to utilize the disabled service men who will gladly and willingly offer that service at no expense to the Government, if the Government is not able to pay, and will explain these things. Let us be organized under the central office here in Washington, so that we will have all the addresses, we will have all the facts, we will have all the data in regard to all of these cases, and then allow us to follow them up.

The CHAIRMAN. They have all of that data now.

Mr. McANDREW. Yes; and give us access to that as employees or as trainees under this board.

The CHAIRMAN. In other words, as I catch your point, instead of the board sending out its men as a part of the administration, to send out some of the men who have been trained.

Mr. McANDREW. And understand the situation; yes, sir. I say that is perfectly logical and it will work, and I wish there would be a bill introduced this afternoon or to-morrow morning at the very latest to that effect.

The CHAIRMAN. Well, you do not catch the significance of introducing bills.

Mr. McANDREW. I know about that. I have been listening there, and I understand that, sir. What I meant by that was simply to emphasize the importance of some action being taken; that is all.

Mr. ROBSION. Mr. Chairman, may I interrupt there?

The CHAIRMAN. Yes; we are willing to break the rules of the committee.

Mr. ROBSION. Could not a plan similar to that be worked out under the present law?

The CHAIRMAN. Oh, I see no reason why it could not be.

Mr. ROBSION. It would not be necessary to introduce a bill.

The CHAIRMAN. There would be no necessity, Mr. McAndrew, as I see it, for any change in the law in order to do that. All that would be necessary would be to have the necessary funds, and, of course, the funds would be forthcoming, if they are not already provided for, and I suppose they are.

Mr. McANDREW. It would not take so much money, as far as that goes. It is the most economical way they can operate, in fact.

The CHAIRMAN. I think your position is a strong one in that if I should go to a man who has been disabled and talk to him he would at once say, "Oh, well, Mr. Fess is a college man; he has been an educator and he views this from a prejudiced standpoint in favor of what he wants me to do," and he would let it go in one ear and out the other, but if somebody who had been in the service and who

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had been disabled and had taken the training and had seen a new view of life would go to him and tell him their own experience, that would go much further than anything I could say.

Mr. McANDREW. I do not see why some one has not testified to that effect long ago.

The CHAIRMAN. I think it has been the policy of the board to utilize the services of ex-service men generally in their work.

Mr. McANDREW. Yes, sir; they have. We have ex-service men all through the service now, and there is no objection or no complaint offered as far as I have heard against these men. Mr. Scherrel, for instance, our immediate supervisor from the Federal board who visits us every week at the university and visits other institutions, is an ex-service man. He is a lieutenant out of my own division, the Ninety-first, and he is one of the men Mr. Lamkin offered as proof of turning down a $3,500 position in order to keep a $2,400 position. I do not know exactly what he does receive, but about that amount. That shows that he is interested in the welfare of the men and he is doing everything he can. The only thing that any of those fellows would hold against Scherrel is that he has not been wounded. They like him and think the world of him, but he has not been wounded and he is not one of them in that respect.

The CHAIRMAN. What is your next recommendation?

Mr. McANDREW. Well, it has been suggested, I have read in the testimony, that this board be consolidated with some other governmental departments.

The CHAIRMAN. The War Risk Insurance and the Public Health Service.

Mr. McANDREW. We do not want that. I think I can represent the views of 95 per cent of the men in training. We do not want to be united with any Bureau of War Risk or the Public Health Service or anything else. We think that now that the situation is well in hand, we believe that the men who comprise this Federal board are good, able, representative citizens of their respective elements, and we believe they can operate, just as they have, far more efficiently in the future and more rapidly than they have in the past even, and if they turn it back to the War Risk, the War Risk does not want us and we do not want the War Risk, so what is the use of trying to remarry us? We have been divorced; and another thing, some say to turn us over and make us a part of one of the departments here, the Department of the Interior, for example. I do not imagine any Secretary of the Interior would welcome us. He would not be enthusiastic about having all this work turned over to him when he has the Indian Service and when he has the Reclamation Service——

The CHAIRMAN. Oh, yes; you are mistaken about that. They will take all they can get.

Mr. McANDREW. They will?

The CHAIRMAN. Yes.

Mr. McANDREW. At any rate, I do not think it would be policy. It would not be logical at all. I think this board should be strengthened by an ex-service man and I think that ex-service man should have some qualification——

The CHAIRMAN. There is a bill before the committee to that effect, that there ought to be an additional member of the board and that he should be an ex-service man.

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Mr. McANDREW. And I will go further and say that that ex-service man should be a wounded man, and I think the trainees of this country, the 40,000 men in training and the thousands that will come later into training, will all agree that the man who should be selected for this place should be first an ex-service man, he should have been wounded, and he should have been a trainee under the board. He should have a knowledge of the situation such as he could only get by that experience, and I think he should be acceptable to the board. I think they should have something to say about it, and perhaps the veterans' organization, the American Legion, the Veterans of Foreign Wars, and the rank and file and these other people should be consulted.

The CHAIRMAN. You could not make that the law.

Mr. McANDREW. No; I am just giving my opinion, which is really the representative opinion of all.

The CHAIRMAN. If we add a member, it would have to be by appointment of the President.

Mr. McANDREW. I understand that.

The CHAIRMAN. He evidently would take into consideration all those recommendations.

Mr. McANDREW. I understand that. This member of the board could devote his time and attention mainly to this campaign to be carried on to interest these men whose training has already been approved and try to get them in as rapidly as possible, and such other duties, of course, as he might have.

The CHAIRMAN. Do you think a member of the board representing the ex-service men would have a tendency to lessen the criticism of the work of the board?

Mr. McANDREW. Yes; undoubtedly. That would restore confidence quicker in the minds of the men who are taking training and others who are to take training more than any move that could possibly be made. It would do away with all the criticism. In fact, I have often heard it mentioned, "Well, they have everyone represented on that board except us. They have the Government represented by three Cabinet officers; they have the Commissioner of Education; they have the business interests; they have labor and they have the public represented." Now, they say that they have everyone there except us, for whom this rehabilitation division particularly was intended. Now, it has also been stated in Mr. Munroe's testimony that this would be temporary. Well, that is all right; I think that——

Mr. ROBSION (interposing). Right there, Mr. Chairman, I would like to interrupt the witness. The board did go out and get an ex-service man. They got Mr. Brigham, and he is the father of the hard-boiled order. What do you say about that?

Mr. McANDREW. Of course, as to the hard-boiled order, we did not hear anything about the hard-boiled order until we read about it——

Mr. ROBSION (interposing). What I am trying to get at is that I understand that some other ex-service men have been on the board, and they have had these military ideas about things and wanted to run it on a military plan.

Mr. McANDREW. No; it can not be run on a military plan.

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Mr. ROBSION. Do you think now that we can get a fellow who is not of the military type and will not do that?

Mr. MCANDREW. Certainly you can.

Mr. ROBSION. How do you explain that Mr. Brigham, having been an ex-service man, would write the hard-boiled order?

Mr. MCANDREW. Now, Mr. Robsion, do you mean to say that just because he had been a military man he wrote that hard-boiled order? Is it not possible he would have written that hard-boiled order if he had not been in the Army?

Mr. ROBSION. But out of all the fellows we had this man who was in the military service is the man who wrote it.

Mr. MCANDREW. Well, perhaps he was in a position, you know, where he was required to send out all these orders or memorandums, or whatever they call it, and he was the only one that could get it out, and it had to go through his office perhaps. I do not understand that part of it. I could not say that as a fact.

Mr. ROBSION. I have been inclined to your idea about it, that if we had an ex-service man who was right in with the men and had received wounds he would have perhaps the viewpoint of the wounded men, but I have just had called to my attention here the fact that the man, the ex-service man, who was employed by the board, was the man who issued the hard-boiled order.

Mr. MCANDREW. Yes.

Mr. NELSON. May I interrupt here to ask a question for information of Mr. Robsion. I was not here the day this testimony was offered. Was it developed that the board ever issued a hard-boiled order or was this merely a statement by some individual and never acted upon officially?

The CHAIRMAN. We have spent about five days on that hard-boiled order.

Mr. NELSON. Mr. Chairman, I was not here that day and I was really anxious to know if that ever developed.

Mr. ROBSION. It was prepared by the man who charge of sending men to the district offices and he submitted it to Mr. Lamkin and Mr. Lamkin deleted some of it and then it was prepared and reprepared and was actually sent out.

Mr. NELSON. Sent out by the board?

Mr. ROBSION. Sent out by this man who had charge of sending central office representatives to the district offices to pass on the men's cases.

Mr. NELSON. I mean it was never developed that the board actually issued such an order.

Mr. ROBSION. Except that this man who had charge of it wrote it and submitted it to Mr. Lamkin and he cut out certain parts of it, and then it was sent.

Mr. NELSON. Did Mr. Lamkin ever approve any part of the order?

Mr. ROBSION. Well, he says he did not. It was deleted. It was submitted to him and he was the man to pass on it.

Mr. NELSON. But he says he did not approve it.

Mr. ROBSION. Yes.

The CHAIRMAN. Mr. McAndrew, what is your next recommendation?

Mr. MCANDREW. A review of all the cases.

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The CHAIRMAN. What do you mean by that?

Mr. MCANDREW. A review of all the cases that have not been acted upon; all the men who have been wounded or disabled to any degree or who think they have a right to this training under the law; a review of those cases.

The CHAIRMAN. A review of the cases of all the men who have not been accepted?

Mr. MCANDREW. A reexamination. I could cite instance after instance, but I do not like to take up the time of the committee because I know they are very busy. Some men have been discharged from the Army, the Navy, and the Marine Corps who have not been granted equal disability with men who have received similar injuries. I do not know what was the cause of that, difference of opinion or physicians or something of that kind, but there is no doubt in my mind but what there are numbers of cases going around with 25 or 30 per cent disability, according to the established rule, that have been marked only 5 per cent.

I will give you an example of that, and I will go down to Tennessee to get it. As I was coming through Tennessee on my way to Washington to stop here, I met a young fellow by the name of Nicholls who enlisted at the very beginning the war in April with the Fifth Marines. He went through the entire war and everyone knows that the marines were in the war. He was wounded the last day of the war, the 11th of November, in his arm, and his hand is so he can hardly write any more, his occupation being a teacher in the Knox County Industrial School. This has injured him to such an extent that he has been trying to write with his left hand part of the time, and now he has given up his position and gone back to his home in the country and his folks are taking care of him. Of course, he gets a few dollars a month, I do not know how much, but he was only granted 5 per cent disability, and the reason for that was because he had a run-in with the physician that discharged him. Now, what that was caused by I do not know, but at any rate that should not have any bearing on the case at all. This man should be given a review of his case. Under the law as it exists, he could go up to the Federal Board and get this training, as I understand it, could he not?

The CHAIRMAN. Yes.

Mr. MCANDREW. If he proved this to their satisfaction, but they would ask to see his discharge. They would ask to see his medical statements, and so forth because they are bound to consult that, also. The outcome of the situation would be that they might be governed—some physician examining for the board might be governed by this finding that the military physician had placed on there. Now, this man can get training all right, and I am going to see that he does get training, but there are lots of other cases like that that they do not know anything about. They take it for granted that it is only 5 per cent disability and that is all, and I think that should be corrected and that there should be a review of all cases.

The CHAIRMAN. Do you mean by that that you think there ought to be an order issued that all cases which have been examined and are not now in training should be reviewed?

Mr. MCANDREW. Could be reviewed; yes.

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The CHAIRMAN. Would you recommend that we eliminate entirely the difference between section 2 and section 3 training and give everybody who is in training compensation?

Mr. MCANDREW. Yes, sir; because only 4 or 5 per cent of the men can afford to take that section 3 training anyway.

The CHAIRMAN. I want to ask you as an ex-service man to give your opinion along that line on a matter that is in doubt in my own mind, namely, should there be given the same training to a man who has been badly wounded that you would give to one who has just been slightly wounded; or, to put it the other way, the same amount of training to the man who has been slightly wounded that you would give to the man who has been very severely wounded?

Mr. MCANDREW. Well, Dr. Fess, in answering that question, of course, that would be governed by cases of different men. I think that in exact accordance with the law as it is laid down the plan is to train the man until he is able to carry on at least as efficiently as he did before. In the majority of cases it would take longer to train a man who had been severely wounded to carry on than it would another man, but of course, under the war risk insurance, he would receive more compensation than the man who was slightly wounded.

The CHAIRMAN. That is the point. Under the war risk we recognize the different degrees.

Mr. MCANDREW. Yes.

The CHAIRMAN. And we give a larger sum in compensation to those men than we do to the others. Should we carry that discrimination into our training?

Mr. MCANDREW. And give them more, I should say, yes. It would be nothing more than right that a man who had lost two legs or an arm and a leg should receive more than a man who had not lost but one.

The CHAIRMAN. That is as to compensation; now would you give the man who has lost two legs more training than the man who has lost but one leg; would you spend more money on him?

Mr. MCANDREW. No; it would not be necessary for the Government to spend a cent more on that man to refit him for a position that would be equally as good as this other man. I hardly think the Federal board should expend any more money on the training of any man than is necessary for that man to be fairly and firmly reestablished in civilian life. If he has lost two legs, he should not receive any more training than a man who has lost one, because he is taken care of under the other board, but he should receive enough so that he is fitted for his civilian position.

The CHAIRMAN. The recommendation has been made from many sources that we ought to eliminate entirely this differentiation; in other words, do away with section 3 and put the section 3 classes under section 2.

Mr. MCANDREW. I agree with that.

The CHAIRMAN. There has even been the suggestion, which has taken the form of a bill recommended by the American Legion, that we extend vocational training to all ex-service men whether wounded or not.

Mr. MCANDREW. I would rather not answer that question.

The CHAIRMAN. I am not asking you for that. I am saying that that is a proposal and this committee is anxious to get at every angle

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and wants to make a report with recommendations. A lot of these things must be considered, for instance, the question of eliminating section 3 and training everybody who would be regarded as having been disabled in any degree, and that question is before us as a recommendation, and I wanted to get the attitude of a wounded ex-service man to know whether he would think that that is a discrimination between the man who was severely wounded and the man who was slightly wounded, and ask whether the man who is slightly wounded should be the same care to the Federal board in his training as the man who was severely wounded.

Mr. McANDREW. Well, the man who is slightly wounded does not require as much care or attention as the man who has been severely wounded.

The CHAIRMAN. Well, I catch your point, that it would be within the purview of the Federal board to say how long it would take to train a man who is slightly wounded, which would probably be much less time than the man who was severely wounded and therefore the differentiation, if there is any, would be in the saving of time in the training of the man who was slightly wounded.

Mr. McANDREW. Unquestionably.

The CHAIRMAN. What other recommendation have you?

Mr. McANDREW. Well, I do not know that I think of any other now, sir.

The CHAIRMAN. What else do you want to state to the committee?

Mr. McANDREW. I do not know that I have anything else to state unless anyone would like to ask me some questions.

The CHAIRMAN. Mr. Reed, do you want to take the witness?

Mr. REED. I was very much impressed with those letters that you received from the district office in California.

Mr. McANDREW. Yes, sir.

Mr. REED. Those are strictly personal letters that you received, are they not?

Mr. McANDREW. Personal letters?

Mr. REED. Yes; the letters that you read here are personal letters?

Mr. McANDREW. Yes; those letters were written to me and they are all signed not by a rubber stamp.

Mr. REED. Now, was that true in the cases of other soldiers out there? Did they get those same fine, human letters that you received?

Mr. McANDREW. Yes; certainly. They have shown me some that were even better than these.

Mr. REED. That is splendid, and I would like to know a little something about this man Fisher.

Mr. McANDREW. Yes, sir. I think I can give you as much information on Fisher as anyone.

Mr. REED. Just describe the type of man he is.

Mr. McANDREW. I will describe him physically first. He is a very tall man, about 6 feet 4 or 5 inches, dignified, seems to have a good grasp of situations, and he is a good organizer. He proved that in the organization of the twelfth district office. Before that time he had been president of the Civil Service Commission of Oakland, Calif. I do not know how long he held that position.

Mr. REED. He was what?

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Mr. McANDREW. He was president of the Civil Service Commission of Oakland, a city of 225,000. He held that position I do not know how long, but up until his appointment with the Federal board, and I think he still retained it a little while afterwards. He was succeeded by a Mr. Faneuf. In his organization of this work over there, which was previous to my discharge or return from France, they started immediately to establish this training station out at Davis, and they had it arranged there until a man could be discharged in one day—the same day that he would go to Davis he could go to the Federal board if he wanted to. In the majority of cases they wanted to go to their homes, as I did, but the others could have gone up there, every man who was discharged with a vocational handicap could have gone up to Davis.

Mr. REED. So far as you know, he used the same personal follow-up with all the men?

Mr. McANDREW. Yes, sir. He came there personally and made talks collectively and individually. Any time you went into the district office you could go in and interview Mr. Fisher. We had one fellow who used to go there and talk to Mr. Fisher four or five times a week. I do not know what he would say to him.

Mr. REED. And probably it was better than medicine?

Mr. McANDREW. Yes, sir.

Mr. REED. In other words, he was the type of inspiration for the boys to come in contact with?

Mr. McANDREW. That is it, absolutely. Mr. Crow, the gentleman whom I met at Camp Kearney, was in contact with me about three or four weeks before I was discharged—that is, three or four weeks before I received a copy of the discharge. I received a copy of monograph No. 1 over in France before I left. I had heard of the vocational board in France. It was suggested by some of the men who were interested in the welfare work over there. It was testified before the committee that they did not hear about it in France. I heard about it all over in France.

Mr. REED. What has become of this man Fisher?

Mr. McANDREW. The position that Mr. Fisher now holds is field organizer for the vocational board. He visits all of these various offices around. I talked with him a little while one day when he came into the hearing. I talked to him after the hearing. He had just returned from New York and he reported that everything was running along smoothly over there.

Mr. REED. Are the boys provided with room and board and recreation at the institution out there?

Mr. McANDREW. Yes, sir; but you have to pay for it.

Mr. REED. Can you give us some idea about what you pay for your board and room out there?

Mr. McANDREW. Yes, sir. I never could get board for less than $45 a month.

Mr. REED. Forty-five dollars a month?

Mr. McANDREW. Yes, sir; and for a room I paid $15 a month, and some had to pay even more than that. I received a letter this morning, which I should like to read to the committee, from the Federal Board out there, which shows that they have made some arrangements out there, and it shows that they are on the job.

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FEDERAL BOARD FOR VOCATIONAL EDUCATION,
San Francisco, Calif., May 3, 1920.

Mr. JOSEPH BLAINE MCANDREW,
2240 Telegraph Avenue., Berkeley, Calif.

DEAR SIR: The Associated Federal Students at University of California have arranged to occupy a house at 2333 College Avenue, Berkeley, Calif., during the intersession. This house will be ready for occupancy by May 5. Beginning with the summer session, they hope to have arrangements made for occupancy of permanent quarters on Durant Avenue.

At the present time, the rates for the house at 2333 College Avenue will probably be $40 per month, room and board.

Will you please see Prof. Langille, or Mr. Whiteside, who is the student manager, if you are interested?

Yours, very truly,

NICHOLAS RICCIARDI,
District Vocational Officer.

That is not signed with a rubber stamp.

Mr. REED. You said something about getting a certificate when you left the school out there?

Mr. MCANDREW. Yes, sir.

Mr. REED. Do you not think that it would be a great advantage to every man if he could have a certificate from the school showing the work that he had covered—the character of work that he had performed in the school while there?

Mr. MCANDREW. Yes, sir; it would.

Mr. REED. Is it not a disadvantage for a man to have to go out and sell himself to some employer without that certificate?

Mr. MCANDREW. Yes, sir; I think so.

Mr. REED. Do you not recommend that the board try to make some arrangement with the educational institutions to have them give a certificate?

Mr. MCANDREW. Yes, sir; I would heartily recommend that.

Mr. REED. The conduct of the man, the character of his work, and what he had accomplished—what training he had had?

Mr. MCANDREW. Yes, sir.

Mr. REED. While you were in France, you had no opportunity, I suppose, to see the schools they were conducting for the crippled soldiers over there?

Mr. MCANDREW. No, sir. I was a member of the school which they had established at Camp Kearney. I stayed there for several weeks previous to my discharge. Under the Regular Army School system they had down there, I can certainly recommend that as very good. That was open to everyone.

Mr. REED. Have you any specific recommendation to make with reference to methods to be used or a campaign to reach the boys that have been approved?

Mr. MCANDREW. I have not gone into that very deeply. I can see the necessity. I could within a couple of days work out and prepare a program which I think would be successful. I was not sure that I would be able to testify before the committee, and so I did not work out any such plan of procedure.

Mr. REED. Did you ever have this mentioned by your friend, Mr. Fisher?

Mr. MCANDREW. No, sir. I talked that over with Mr. Fisher. I broached the subject to Mr. Fisher. He considered it a very good idea.

Mr. REED. You say that he is an organizer?

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Mr. McANDREW. Yes, sir.

Mr. REED. I wondered if he had developed some plan?

Mr. McANDREW. If he has, he never expressed it. I took that up with him and told him the kind of work, because my heart and soul are in this work of rehabilitation, and I know Mr. Fisher and these men, and I wanted to be able to do that. To show that it is not personal and that there are lots of men feeling the same way about it, feeling that they are under obligations to the Government and are really appreciative of the Government's efforts in their behalf, I will read you the preamble of the constitution of Associated Federal Students of the University of California:

In order to maintain firmly established in the hearts and minds of all men in training under the Federal board at the University of California that spirit of cooperation and mutual helpfulness which was so apparent during our period of service, and to more effectively cooperate with both the Federal board and counselor, and in an effort to lighten the burden of our disabled comrades, who will need such assistance as we are able to offer them, in establishing themselves at the university; with this purpose in view, and spurred by a firm determination to prove worthy of the opportunity given us, we do hereby incorporate ourselves in this organization.

That shows you just how they feel in regard to this, and it shows what we have accomplished there and what we would like to do nationally—just what we have done in California.

Mr. REED. Has sufficient time elapsed since entering the training for any of them to receive placement?

Mr. McANDREW. To receive placement?

Mr. REED. Placement in positions.

Mr. McANDREW. Mr. Brune, one of the men on here, and Mr. Fisher were just discussing that. Bushnell, Huggard, Montgomery, and Hull—all of those are at the University of California, with the exception of Mr. Brune, who has a position which I will explain a little later. Mr. Hull is now at the University of Southern California, transferred for his health. Mr. Brune was fortunate in being the first man who was selected by the Federal board for training. Right in the beginning he was disabled.

Mr. REED. What was the character of his disability?

Mr. McANDREW. Sir?

Mr. REED. What was the character of his disability; how was he injured?

Mr. McANDREW. How injured?

Mr. REED. Yes, sir.

Mr. McANDREW. He was injured in some accident. He was in the Navy. He was not wounded.

Mr. REED. What was the character of the injury, that is, how much disabled?

Mr. McANDREW. About 50 per cent. Mr. Brune took a course in commercial law and a number of other things—he made a success in everything, he took the course between his training and he landed a position as assistant insurance officer of California. I do not know how much that pays, but Mr. Fisher said it was an awfully good position. I met him several times since then, but I do not know what he is receiving.

Mr. REED. You do not know what he received before he went into the service?

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Mr. McANDREW. He commanded a good salary. I guess he is drawing about the same now as he did then, perhaps a little more.

Mr. REED. That is all.

The CHAIRMAN. Mr. Robsion wants to ask you a few questions.

Mr. McANDREW. Very well.

Mr. ROBSION. If the suggestion should be adopted to select an ex-service man on the board, should it be an officer or a private?

Mr. McANDREW. Well, sir, I do not know. I am in favor of selecting the best fitted man personally.

Mr. ROBSION. But to get back to the feeling——

Mr. McANDREW (interposing). I have no feeling.

Mr. ROBSION. The lack of confidence of the disabled soldier?

Mr. McANDREW. As I said, with all the other qualifications, he should be a disabled man.

Mr. ROBSION. I am not doubting that, but I am asking you whether he should be an officer or an enlisted man?

Mr. McANDREW. I think he should be an enlisted man, because 95 per cent of the disabled soldiers are enlisted men.

Mr. ROBSION. And there is more or less feeling?

Mr. McANDREW. Yes, sir. They review a commission four times, possibly some of them, and we have to make allowances. The less you discuss it and the less that is said about it, the better. It would cheer those men up immensely if they had some enlisted man selected for that position and I approve it. I have lots of friends; all of the officers that I served under are friends of mine.

Mr. ROBSION. And to reach the disabled boys?

Mr. McANDREW. That is the most necessary thing. In a district which is similar to yours, I imagine in East Tennsessee, the situation there—I placed several of those boys on the road to receive this training and showed them how to go about it, to appeal to Atlanta——

Mr. ROBSION (interposing). What position is it you want or are seeking with the board?

Mr. McANDREW. I have been recommended by the superintendent of cases for the position of vocational adviser or assistant training officer.

Mr. ROBSION. You came to Washington to testify in behalf of the board or to look after that position?

Mr. McANDREW. I came in behalf of these disabled men. All that I say in regard to the position is incidental, sir. All that I came for is to stand up for these disabled men—the men in training now and the men who should and will receive training.

Mr. ROBSION. Did not you think that the Vocational Board was standing up for the disabled men?

Mr. McANDREW. Yes, sir; to the very best of their knowledge, belief, and ability. I should say that there were other things needed.

Mr. ROBSION. You felt that they needed instruction?

Mr. McANDREW. I feel that every man needs suggestions, at any rate, whether he needs instruction or not. I should like to distinguish between them.

Mr. ROBSION. You feel that the board has done the best that it knew how?

Mr. McANDREW. You bet I do; yes, sir.

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TESTIMONY OF MR. J. J. GREER, PHILADELPHIA, PA.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Please give your present address.

Mr. GREER. 5222 Chester Avenue, Philadelphia, Pa.

The CHAIRMAN. You are identified with the rehabilitation works?

Mr. GREER. Yes, sir.

The CHAIRMAN. In what district?

Mr. GREER. District No. 3.

The CHAIRMAN. Where located?

Mr. GREER. In Philadelphia.

The CHAIRMAN. In Philadelphia?

Mr. GREER. Yes, sir.

The CHAIRMAN. How long have you been in that position?

Mr. GREER. Since October.

The CHAIRMAN. Will you please state the exact position that you hold?

Mr. GREER. My civil-service status is training officer, holding the position as assistant district vocational officer at district No. 3, Philadelphia, Pa.

The CHAIRMAN. What would that mean—that you hold two positions?

Mr. GREER. No, sir; one position with the board, with the civil-service status of training officer.

The CHAIRMAN. What do you mean by civil-service status?

Mr. GREER. The civil service has examinations for men for positions under the Federal board of training officers, training assistant, placement officer, assistant placement officer, and vocational adviser.

The CHAIRMAN. Are you employed by anyone except the board?

The CHAIRMAN. The civil-service status which you mentioned is not identified with the Civil Service Commission here?

Mr. GREER. Oh, no.

The CHAIRMAN. Can you tell the committee what is the character of your work there?

Mr. GREER. According to the rules and regulations, my duties are chiefly to see that the office functions according to the directions of the D. V. O., received through central office, and such other duties as he calls upon me to perform.

The CHAIRMAN. Who is your immediate superior?

Mr. GREER. Robert J. Fuller, the district vocational officer.

The CHAIRMAN. And his superior would be here at Washington?

Mr. GREER. Yes, sir.

The CHAIRMAN. How long have you been with the board?

Mr. GREER. Since October, 1919.

The CHAIRMAN. What had you been doing before that?

Mr. GREER. I was the educational secretary for the National Catholic War Council.

The CHAIRMAN. How long had you been in that work?

Mr. GREER. About 18 months.

The CHAIRMAN. And what were you doing before that?

Mr. GREER. I was the director of the Catholic school business of Allyn & Baker, publishers, in New York City.

The CHAIRMAN. What was the character of the Allyn & Baker work; is that field work?

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Mr. GREER. That was office and field work. In addition to organizing the Catholic school end of the business I had charge of other things in Washington, Baltimore, and Philadelphia; in those towns I had agency work in connection with the Catholic school work.

The CHAIRMAN. What was your salary?

Mr. GREER. $3,000.

The CHAIRMAN. What is your salary now?

Mr. GREER. $3,000. Incidentally, I accepted a $1,000 cut in salary when I came with the board.

The CHAIRMAN. That is, you mean that you accepted originally $2,000?

Mr. GREER. No, sir. When I was with the National Catholic War Council, I received $4,000. There is an intervening step; you miss a link.

The CHAIRMAN. Yes, sir. There must have been an element of appreciation of the work when you accepted this work, otherwise there would not have been a sacrifice of salary, unless you were dissatisfied with the work you were doing?

Mr. GREER. My reason for coming with this work, Dr. Fess, was this: The National Catholic War Council organization at the time, just prior to my coming with the board, was changed by the bishops of the Catholic Church from a war council organization to a peace organization known as the National Catholic Welfare Council. My work with the National Catholic Welfare Council was in establishing and operating the schools for the rehabilitation of the disabled soldiers under the Federal board, one of which was the organization and operation of the school at the Catholic University, and the other one was a school at Leonardtown. Also I endeavored to bring the Catholic schools of the country with the Federal board, putting in such courses of study as might be available for the soldiers in the problem of rehabilitation. When the National Catholic War Council decided to operate as a peace organization, I made it known that I was desirous of leaving, and I was asked to go with the Federal board. It was made known to me that the limitation of the salary made it impossible for them to meet the salary that I was then receiving, and in order to help to put this job across and to give to these men what they were entitled to under the terms of the rehabilitation act and to see that the men got as quickly as possible what they were entitled to and returned to civil employment, I accepted the position.

The CHAIRMAN. That is a splendid statement of the purpose in going into the work. What can you say to us about the delays in the Philadelphia office to do just what you went there to have done?

Mr. GREER. In connection with the testimony of Mr. William Reid, I think it is a duty for me to read to you this statement as a rebuttal to the testimony of Mr. Reid—a statement that I prepared on my own initiative, without any conference with the district vocational officer as far as its contents are concerned or any help from him was concerned.

The CHAIRMAN. I think the committee would be very glad to have you do so.

Mr. GREER. I present this as a consequence of the testimony of Mr. Reid, which explains my position and the position of Mr. Reid with

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regard to District No. 3, and I should like to have an opportunity to read it.

The CHAIRMAN. The committee will be glad to have you do so. Would you prefer not to be interrupted at any time while you are reading the statement?

Mr. GREER. I would be glad if the members of the committee would make such notes as they see fit while I am reading this statement and then question me on it afterwards. I prefer to have an opportunity to read it without interruption.

The CHAIRMAN. Very well; you may proceed, Mr. Greer. [Reading:]

Rebuttal to testimony of William Reid before the Committee on Education of the House of Representatives, investigating the Rehabilitation Division of the Federal Board for Vocational Education.

I wish the committee to understand that this was written by me to the district vocational officer, and written in that tense.

INTRODUCTION.

After being in conference with you last night, at which time we read over the testimony given by Mr. Reid before the Committee on Education of the House of Representatives, investigating the Rehabilitation Division of the Federal Board for Vocational Education, I consider it my duty to support you, and it is necessary in so doing to supply you with the following facts concerning some of the things which Mr. Reid stated before the above-mentioned committee.

GETTING ACTION.

Mr. Reid has done more in this district office in delaying action on the cases of the various men who have made application for training than any two individuals who have come under my observation since being attached to district office No. 3 at Philadelphia. As a consequence of Mr. Reid's marking of time before your coming to this office as district vocational officer and in the days in which Mr. Cullen was district vocational officer, I made definite recommendation to Mr. Cullen that he recommend to the chief that Mr. Reid be released because I considered that the board would act and act more quickly and more accurately without his services than with them. Mr. Cullen felt that if we could get him away from the office and the office environment for two weeks or more, upon his return he might do somewhat differently. As a consequence, Mr. Reid was given a leave of absence, same being charged against sick leave. Mr. Cullen was rather reluctant in asking the dismissal of Mr. Reid due to the pressure of the constantly increasing work in the district office and the scarcity of men to carry it. As evidence of Mr. Reid's delay in the cases of men, I am attaching to this report various memoranda which I wish to call your attention to in substantiating the claims I have set forth, where Mr. Reid has hindered the progress of this job rather than helped it.

I wish to call your attention particularly to the comparison of men surveyed by advisers a year ago, showing that Mr. Reid's work was by far in quantity less than either of the two men with whom his work has been compared.

I wish to particularly call your attention to the affidavit of Mr. Giles stating that Mr. Reid intimated that an adviser should not survey but five men a day and reprimanded men for doing more than five men a day. This evidence also sets forth the fact that one of our advisers was forced to follow Mr. Reid in the field, completing the work which he had failed to complete.

This latter instance shows particularly Mr. Reid's effort to delay the job as much as possible. You will also find among the memoranda attached as supplements evidence of Mr. Reid's poor handling of the case and "passing of the buck," not completing his job as any intelligent adviser would do.

PERSONNEL OF THE DISTRICT OFFICE.

During the testimony given by Mr. Reid, he stated full administration of the district office should be in the hands of an educator and a business man of experience. I want to call your attention to the fact that in district No. 3 his

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desire in this regard are met, for in you are supplied the qualification of an educator in every sense of the word due to the fact that you have been a superintendent of schools and should know the job rather thoroughly from an educational standpoint.

I think it goes without saying that the characteristics of a business man, as desired by Mr. Reid, can be supplied by me, due to the experience which I have had in the business world and which you have a number of times recognized. My organization of the business section of this office, setting forth the duties of each individual, has been favorably commented upon on numerous occasions, and would tend to bear out what I have said in this regard. You will also recall that I have been able to clean up the leases of the various suboffices which, at the time of my arrival in the office, were in a rather unfortunate condition.

Civil service was brought into the testimony of Mr. Reid relative to which he stated he did not think civil service was at fault for the type of personnel that we have had. I want to contradict this and express my own viewpoint in this matter. You do recall that some of our best men have had great difficulty in passing civil service examinations. Furthermore, you do know that considerable time and thought of a new man is spent in preparing papers for civil service which might better be spent in the promotion of the job which we have before us and getting to the disabled soldier a definite decision as to what he is entitled to, and giving to him that which he is entitled to.

You will also agree with me that this job should not be under civil service due to the fact that it is a temporary job, and we should be able to employ the help with the same freedom that the Emergency Fleet Corporation was able to do during the war. You will also recall that we have been materially hindered by civil service in securing clerical employees for this office. You will very definitely recall the delay in the handling of the 553 card work of this office when we called upon civil service for 10 temporary employees, how they gave us an eligibility register of a few names and we were forced to call all of these people into the office and interview them, upon which occasion they promptly declined to accept a temporary job. After exhausting this eligibility register and getting no response, all the time the job being delayed, we called upon civil service for another eligibility register and this same thing happened. A third time we called, and still with no avail. Finally, we did secure through civil service three temporary employees for this particular job, taking about three weeks to secure the three eligibiles from their registers. Had we been able to go on the outside and secure our employees as a business organization would be able to do, we would no doubt have been able to accomplish our point very much more quickly and with very much less effort on the part of the individual handling personnel in this office. You will further recall the fact that upon calling for stenographic help to fill positions for $1,200, requiring the experience of people worth $1,200, civil service referred to us repeatedly on their eligibility register those whom we had at one time working in this office at a salary of $1,000, and whom we found with insufficient experience and ability to hold a position at $1,000. These stenographers had accepted positions at $1,000 and have been found wanting, and civil service offered them to us to employ at a salary of $1,200. Certainly that is not efficiency, and certainly the job is hindered by such procedure as a consequence of civil service.

MR. REID'S INTEREST IN THE REHABILITATION PROBLEM.

Attached to this report as evidence to show Mr. Reid's interest in the work of the rehabilitation of disabled soldiers, I wish to call your attention to the comparison of office time-card record of Mr. Reid with myself. This report brings out the fact that Mr. Reid's tardiness from January 3 to April 17 has amounted to 5 hours and 51 minutes. You will notice also that he has spent 10 hours and 49 minutes out of the office at luncheon in excess of the prescribed 45-minute period. He has further failed to comply with instructions relative to checking in and out at the time of his entrance and departure from the office on nine different occasions during the past 3½ months. The amount of overtime which he spent has been 8 hours and 36 minutes, and I feel confident in saying that this is less overtime than any man or girl in the organization has spent. If he were interested in the problem of rehabilitation and anxious to get the job completed and completed as rapidly as possible, we would certainly be able to show a better record of the time he spent in this office, especially in view of the fact that I have personally checked the amount

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of unfinished work at his desk at the end of the day, and on no occasion have I found him abreast with the work to which he has been assigned.

I will submit for your evidence the words of a memo. in a case in this office, which are, "Did he get elected? Why neglect such a good Democrat," written by Mr. Reid, which shows no doubt that Mr. Reid has been spending his time in the office in other things than progressing the work of rehabilitating the disabled soldier. This was written to another member of the staff. It took Mr. Reid's time to write it; it was a waste of Government paper; it took the time of members of the staff to read it, and it did not indicate the action which should have been taken by him. In attached supplement to this article, you will find a specific memo. covering this point to you.

It is my desire to call to your attention the fact that prior to the delivery of a certain petition to you that I walked to Mr. Reid, after having watched him for fully 40 minutes, and asked him what he had done that morning since arriving at the office, and Mr. Reid's reply was that he had reviewed 18 cards for Mr. Walker. I asked him how long that took him, and his reply was, "Only a few minutes." My comeback was, "What have you done with the remaining time," and he said, "Nothing, for I had been waiting for cases to come from the case office." I asked him, as you will recall, if he had made any effort to secure these cases, and he openly admitted that he had not. In reply, I asked if he did not remember that Mr. Weaver, then supervisor of training, had instructed him whenever he was out of work to come to Mr. Weaver with the information and that he (Mr. Weaver) would give him plenty to do. Mr. Reid stated that Mr. Weaver had not informed him to this effect, which to my knowledge and according to Mr. Weaver's statement to you, you will recall, is not true, as Mr. Weaver had instructed Mr. Reid personally himself to that effect. This certainly shows a lack of interest, a lack of cooperation, and a lack of desire to play teamwork on the part of Mr. Reid.

You will further recall that I pointed out to you, Mr. Hamilton and Mr. Weaver, within the past month that Mr. Reid was sitting at his desk, engaged in conversation with Mr. Storm, a member of the staff, who that morning had arrived from one of the branch offices, until 9.50 without Mr. Reid having struck a lick of work toward promoting the problem which is confronting the Federal board in the interest of the disabled soldier. Not only was Mr. Reid wasting his own time, but he was wasting the time of Mr. Storm, another member of our staff. This conversation could not have been in the interest of the Federal board or the disabled soldier, and it certainly was not official conversation, for Mr. Reid's work in no way brings him in contact with the work handled by Mr. Storm.

TEAMWORK.

Mr. Reid has openly charged that there is a lack of teamwork on the part of the staff of this office. I wish to call to your attention Bulletin No. 52, for which I was personally responsible, written on November 5, 1919, which shows the effort on the part of the administrative powers of this office to engage team play, to recognize the importance of team play and to seek effort on the part of every member of our staff to head the other districts of the country in the number of men in training, the direct effort being to engage the men to give decisions to disabled soldiers as rapidly as possible and to engage harmonious action on the part of every member of the force of district No. 3. Copy of this bulletin is among the supplements to this report.

Relative to evidence of teamwork on the part of members of the staff, I particularly call your attention to the coincidence of one Saturday afternoon, when I asked several members of our staff to stay and help to move a particular load which was collecting in the district office. Upon my request men gladly stayed for three hours and the load was moved materially, expediting action on the cases of those men so handled.

I call your attention to another coincidence happening on one evening while you were in Washington, when I asked for members of the staff to remain and review cases ready to be presented to the eligibility representative in this office to make sure that those cases were in proper condition so as to enable the eligibility man to act and act quickly upon them and give a definite decision relative to what the man was entitled to under the terms of the rehabilitation act. Every man whom I asked was very glad to stay, and on the whole four hours were spent in accomplishing this piece of work. This materially expedited the cases so handled, and certainly shows evidence of fine cooperation on the part of men in this office and the team play of the staff. This is cer-

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tainly evidence to the contrary of Mr. Reid's claims that there is no team play on the part of members of the staff.

I also want to go back to the time of the moving to these quarters, which are attributed by all who have seen them the best of any occupied by the Federal board, when men stayed by the job of the moving until 3 a. m. on Sunday, November 16, so as to enable us to be ready for work the first thing Monday morning. You will also recall that every member of the staff and clerical force except Mr. Reid came into this office that Sunday to get the desk they occupy in such condition as to enable them to begin work on Monday immediately upon their arrival in the office at 9 a. m. This is a further evidence of team play on the part of members of this office except Mr. Reid, which shows very conclusively that he did not fall in line with the rest of the members of the staff in this respect.

Affidavit submitted by Mr. Giles, setting forth the claim of Mr. Reid's endeavor to hinder the progress of advisers in the number of men surveyed each day by these advisers, shows further what Mr. Reid's attitude has been toward the rehabilitation problem. He certainly should have been dismissed from the service the day that that information was available.

INSTRUCTIONS TO STAFF AND CLERICAL PERSONNEL.

During the testimony given before the committee of the House, Mr. Reid very definitely stated that there has been no effort on the part of the administrators of this office to properly instruct new members of our staff and clerical force. This is decidedly untrue and further shows how little Mr. Reid knew about was going on in the office, how little he joined in the work, and how little he absorbed the atmosphere and realized our problems.

I wish to call your attention to the fact that from time to time memos were written in this office for the purpose of instructing the staff and clerical personnel in matters relative to the work of the rehabilitation of disabled soldiers. A copy of these bulletins can easily be obtained from my own personal collection if you desire and deem it expedient. Many of these bulletins, particularly in the earlier days, were written by me personally and circulated to every member of the staff and clerical personnel, and in addition a copy was posted on the bulletin board of the office and every member of the office force was expected to read them as they appeared, keeping themselves familiar with the bulletins and information sheets on office procedure and the problems involved. Instructions from central office were always similarly circulated, and upon numerous occasions bulletins were written, giving to the members of the force the proper interpretation of central office instructions. It is certainly the fault of the member of the staff if he did not receive copies of these instructions and information.

As further evidence on the part of the responsible authorities of the district office to instruct all new personnel coming in from time to time, I wish to call your attention to the fact that the heads of various sections have on numerous occasions, as the necessity warranted it, held section conferences with their staff in order to put across various instructions and information received from central office or originating in this office.

The district vocational officer has on numerous occasions held conferences with the entire staff and clerical personnel, both together and separately. In the early days before your arrival at this office, Mr. Cullen spent many an evening instructing the new men and really holding classes on procedure regarding the rehabilitation work, at which he lectured to the men. Mr. Reid never stayed to any of these lectures. He in all probability felt that he did not need them. During the Pittsburgh clean-up campaign, I, myself, had special conferences with the men, giving them individual and collective instruction. While on the trip in Pittsburgh with these men, most of whom were new to the game, we held conferences with them and on one evening a conference lasted until midnight, at which time Mr. Godfrey talked at length on the preparation of a case for presentation to an eligibility representative from central office. I myself spoke to office men on general office procedure and handling of the various problems confronting us in the work. You will further recall individual and personal instruction which I gave the various men on the handling of the 553 procedures in this office. It is true that no man has been brought into this office and set doing a piece of work without having been instructed by one of the members of the staff with full knowledge of how the work should be done. Men have sat at the elbows of experienced men for as long as 10 days, absorb-

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ing the work which they would be expected to do. I can see no justification in Mr. Reid's statement to the effect that the members of this force were not instructed, for certainly the above does not bear out what claims he has to make.

Mr. Reid stated further in his testimony that during the meeting of the supervisors of training held in this office on January 9 to 12, inclusive, he had not been able to obtain any information or benefit from this meeting. If this is the case, Mr. Reid is hopeless and how he ever received the degree of even a Ph. B. from a university of the type and caliber of the University of Chicago is more than I can understand.

Mr. Reid states in his testimony that it took him seven years to determine the walk of life into which he fitted. It evidently takes Mr. Reid longer to arrive at a decision than most people, as evidenced by this fact. If it took him seven years to find his vocation in life, it may take him 77 years to learn the job which he has chosen as his line of endeavor and walk of life. Certainly he has not learned the rehabilitation problem during all of the months he has been with the board.

Mr. Reid further stated regarding the meeting of the supervisors of training that no report was made or circulated in this office. I have very definite knowledge that a report of this meeting was made by Mr. Weaver and circulated among the members of the staff of the training section, which men were concerned with the information involved.

MR. REID AS A VOCATIONAL ADVISER.

Mr. Reid as a vocational adviser was certainly a failure. I wish to call your attention to the case of Haywood W. Austin, private, Fifteenth Company, Fourth Training Battalion of the Fifty-fourth Depot Brigade, and the case of Max A. Wachter, jr., 1017 Poplar Street, Philadelphia. In these two cases and many more similar ones, you will find surveys written by Mr. Reid, which are certainly far from a credit to any adviser and are directly responsible for the delay in giving the men a decision as to what they are entitled to and getting them under way in training. They also bear evidence of the unfair attitude of Mr. Reid toward the disabled soldier.

Further remarks were made by Mr. Reid to the effect that when he was making a review of the advisement of other men as to the type of training to be given various disabled soldiers, he had no power to change these recommendations for training. The facts are, before a case is sent to either training or placement section for the purpose of inducting a man into training, the district medical officer passes upon the advisability of the specific training recommendation of the adviser. The training recommendation is further reviewed by the case conference and finally sent to the placement or training section for the writing of the 503. The case conference reviews the advisement, and should an advisement not be expedient to the best interest of the disabled soldier, the case is sent back to the advisement section for readvisement. Then the case is sent into the training or placement section, the individual writing the 503—which is the recommendation for training, as to the type of training, length of course, and where the training is to be given—the advisement is again reviewed, and if the advisement does not seem expedient, the placement and training sections have been instructed by me, personally, to bring the case to me for my personal consideration, and in some few instances this has been done, coming to me through the supervisor of the respective sections, at which time we both conferred on the advisability of the specific training recommendation made by the adviser. Furthermore, a 503, which is a training recommendation, is reviewed and signed by the supervisor of training, the supervisor of placement, and finally, before approval, by the district vocational officer or me. I have personally always given attention to the work of training recommendation before signing a 503 and the question as to whether or not the man was eligible for the training for which he was recommended. It is not likely that a poor recommendation for training would go by under such circumstances as outlined, which is a check on the advisement of every case of the various men being inducted into training.

Salary of district vocational officer——

Mr. TOWNER. It is nearly 12 o'clock, and we will adjourn until 2 o'clock this afternoon.

Mr. MCINTOSH. Mr. Chaiman, may I at this time submit the report on follow-up, which was requested of the chief. This is the new report which you asked him to prepare and file for the record.

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Mr. TOWNER. It may be filed for the record.
The committee will now adjourn until 2 o'clock this afternoon.
(Thereupon the committee adjourned to meet at 2 o'clock p. m.)

AFTER RECESS.

The committee met pursuant to the recess at 2 o'clock p. m.
The CHAIRMAN. Mr. Greer, you may proceed.

TESTIMONY OF MR. JOHN J. GREER—Resumed.

Mr. GREER (reading):

SALARY OF THE DISTRICT VOCATIONAL OFFICER.

The salary of the district vocational officer was estimated by Mr. Reid, and I beg to take exception to his testimony on this point. It shows very conclusively his lack of conception of the size of the job of the district vocational officer, and I feel confident that as assistant to the district vocational officer I am in a little better position to know the size of this job than any of the men filling the jobs of less importance, such as the case of Mr. Reid. As I told the executive committee of the American Legion in New York last July just preceding the July 11 legislation, I again repeat in substance what I had to say in regard to the salary of the district vocational officer, which was to the effect that it is in importance equal to that of a position of any superintendent of schools in the United States. Such positions are demanding a salary of $10,000 a year. I, therefore, conclude that the salary of a district vocational officer should be at least $10,000 a year, just double the amount as set forth by Mr. Reid. I feel that my experience in the educational publishing business, which is responsible for my knowing intimately various superintendents of schools in the largest cities of the East, puts me in a competent position to enable me to make the comparison as above.

PERSONNEL OF SUBOFFICES.

The claim has been made by Mr. Reid that the personnel in suboffices is not what it should be and that the suboffices have been understaffed. In reference to this I beg to state that I believe I know the conditions in suboffices better probably than any man in district No. 3 because most of the work pertaining to suboffices both with regard to policy and personnel has been left in my jurisdiction. There have been times when some of the officers in charge of the various suboffices have considered that the suboffice under their jurisdiction was a bit understaffed. This, however, has only been their belief for a short period of time due to the fact that they did not see the whole work and the future for suboffices as it was possible for us to do in this office, knowing the load. Whenever it was evident that an officer in charge needed assistance, I am quite confident that our men will back us up to the effect that we have given them such staff and clerical force as they have needed to promote the work in the best interests of all concerned. Mr. Reid's testimony in this regard is certainly untrue.

DESTROYING EVIDENCE IN CASES.

The destroying of evidence in the case of any man, as Mr. Reid states was done when the case was a rather difficult one to handle, is news to me. This morning was the first time in my career that I have ever seen evidence of a man failing to show his action on the case or destroying any evidence that he had acted on it and showing what action he had taken. I wish to call your attention to a memo of the district vocational officer written by Mr. Holloway, which is found among the supplements to this report and is as follows:

"You will remember that in Mr. Reid's testimony he made the statement that men in this office would handle a case, and if it were a hard case and they did not desire to act on it they would destroy the evidence that it came to their desk and send it back to files.

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"To prove that his statement is true, this morning he had on his desk two cases—No. 14682 and No. 1316. He started them back to files devoid of evidence that they were on his desk. In other words he has given concrete evidence of the proof of his statement but that he is the guilty party."

It appears from this that Mr. Reid was admitting his own guilt before the committee in his lack of ability to handle the cases and his untrustworthy action in the handling of those cases brought to his attention. A man in his office always knows that he has the head of his section and the district vocational officer or the assistant district vocational officer to bring a case to for such conference as to its disposition as may be necessary. It is not necessary for a man to destroy evidence if he has handled it and sent it back to the files to sleep because of any inability on his part to take proper action in behalf of the disabled soldier involved. Furthermore, the number of case audits which we have had from time to time would make it impossible for any case to remain in the file any length of time without just action being taken upon it.

REID'S TICKLER SYSTEM.

Mr. Reid seems to be quite pleased, according to his testimony, with his own tickler system, which he put into effect in consequence of a fall down in the tickler system in the case office as evidenced by him. I want to say in this regard that I have noticed Mr. Reid run through his cards of the so-called tickler system entirely too often. Such tickler system is contrary to instructions. As a matter of fact one of the members of the staff, whose name I do not recall at this time, told me that he has counted Mr. Reid going over his cards 18 times in one day, and it is evident that he spends most of his day is fondling the cards. They are almost worn out as a consequence of the continual handling of Mr. Reid. Attached to this report you will find among the supplements numerous memorandums written to you as evidence of Mr. Reid's failure to tickle to himself cases acted upon by himself to see that the proper action is taken as directed by him. Certainly no one can justify Mr. Reid's actions and testimony in this regard.

ACTION ON CASES AFTER THE ELIGIBILITY SQUAD.

Mr. Reid probably does not know what action was taken on the cases of this office after the eligibility squad audit last December. We can hardly believe that he gave the testimony which he did regarding these cases when he himself was supposed to have handled the cases rated one by the eligibility squad during the last part of December and the first part of January. It was his specific duty to write each of these men, offering them an opportunity of coming to Philadelphia to enter the assembly depot until such time as definite arrangements for training could be made for these various men. Mr. Reid evidently does not know that every case was sent by the case officer to a section in this office for such action as necessary to definitely clear up the case in accordance with the rating given by the eligibility squad. Mr. Reid's testimony in part certainly shows how little he knows what is going on in the office and how little he entered into the spirit of the work, and in the remaining part of his testimony evidence has certainly brought out his little regard for the truth. He certainly can not forget the plan which was set up and explained to the entire staff for the handling of all cases in this office after the rating given them by the eligibility squad. There was undoubtedly evidence of policy, plan, and organization in the conference which you yourself held with the various members of the staff in explaining to them their part in the functioning of the plan of organization for this work.

I particularly wish to call your attention to the various memos given as supplements to this report, which conclusively show how Mr. Reid fell down on his end of the work in putting across the big scheme of handling cases after the work of the eligibility squad. And, indeed, he has failed thus far to get some of the men, placed months ago in assembly depot status, into regular training. In the meantime this has been expense to the Government and delay to the men in returning to civil employment and the accomplishment of the work of the Federal board.

OFFICE FORMS.

Charges were made by Mr. Reid before the committee of the House investigating the board of various forms made and of procedure set up in this office with-

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out reference or conference with various heads of sections. I wish to particularly call your attention to concrete facts which will tend to prove the contrary to these statements made by Mr. Reid. You will recall that no form has been made in this office without the approval of the district vocational officer, and that no form was made to be used in any section without the approval of the head of that particular section, and no form to be used in a particular section was made up without direct conference with the head of that section. If a form was made in this office involving one or more sections, the various heads of sections involved were brought into conference with me in order that the reaction of each individual might be obtained as to its value in the work and the expediency in putting it into effect.

As to procedure in this office, certainly no procedure has been set up without conference with the heads of those sections involved, and when procedure was set up the individuals of the various sections were informed as to how the procedure would affect each individual and how he was to take action in order to promote the work in the district. It seems almost incredible that a man should be in a district office so long as Mr. Reid has been and absorb so little of the actual facts pertaining to the work, for I can not believe that he is wilfully lying in all of the statements made before the committee. Certainly some of them must be attributed to his ignorance and lack of willingness to enter into the spirit of the work.

DELAYS.

Delays in the case of various disabled soldiers in this district can largely be attributed to the failure on the part of the disabled soldier to answer communications sent by this office to the man. There have been few isolated cases of neglect. It is certainly not a policy nor a condition in this office, and those that do exist to a large extent can be placed definitely at the door of Mr. Reid. To substantiate my claim in this regard, kindly note the attached memos which form part of the supplements to this report. Any one knowing the work of the district office will certainly say that it is impossible for Mr. Reid to be able to give a statement as to the true condition of delays on cases in the entire district. Any man holding such a minor position as Mr. Reid and any one entering into the work with such little spirit as has been manifested by Mr. Reid from time to time could not possibly sense the true situation with regard to delays in any district office.

THAT PETITION.

Mr. Reid charges you with a lack of action with reference to the petition that certain individuals in this office handed you in an effort to have me removed from the district office, which shows further how little Mr. Reid entered into the spirit of the work in this office. Mr. Reid evidently does not know of the statement made by the men and signed by them with reference to that petition after it was delivered to you. This further shows one of two things, either Mr. Reid is wilfully lying, or proves beyond doubt if he is not lying that he is not in a position to testify justly before any committee investigating the board as to the conditions in this district. You acted on this petition and acted to the extent of even taking the matter up with the chief at Washington. The chief acted on the petition even so far as writing to the civil service, informing them that the petition had been handled and handled to the satisfaction of the Federal board. Mr. Reid probably is not aware of what action was taken with regard to this petition, for I can not believe that this is another wilful lie on his part.

ATTACHING MAIL AT NIGHT.

Mr. Reid's testimony with regard to night lists and attaching of mail in this office is untrue. He does not know apparently that I myself went to every desk in this office upon which cases were lying to see that night lists were on them from time to time. It is true that occasionally various individuals have forgotten to put night lists on those cases on their desks. A man spending as litle as eight hours after 5.15, the official closing hour of the day, in the past three months could not determine whether or not the night force in this office would make a night list on all those desks where those responsible had failed to follow our instructions with regard to these night lists. Mr. Reid does not realize that the purpose of these night lists was to assist in attaching of mail to the cases being acted upon in the district office. The man

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who was the chief offender in failing to place a night list on the cases left upon his desk was Mr. William Reid. This information is a consequence of my own personal observation, and is probably due to Mr. Reid's desire to leave the "hammer handle in the air" at 5.15 and leave the office on time. This fact is substantiated by the record of his overtime in this office after 5.15, which is found among the supplements to this report.

THE 553 WORK.

Testimony was given by Mr. Reid before the Committee on Education of the House that this office has not organized and planned the work in connection with the 553, which is evidence of the man's award of compensation from the Bureau of War Risk Insurance. Mr. Reid naturally does not know this, and you will recall my reporting to you that Mr. Reid point-blank refused to assist in promoting the work of the section dealing with the 553 card when I myself asked him if he would not like to assist in the work of that section. His reply was that he did not feel that it was an honor to work under Mr. Kenyon, who was directed to work at the head of that section under my personal supervision. I told him that we did not want any man who would not feel honored, after the work was completed, in having had the opportunity of putting across this specific work which meant so much to the disabled man. And I further told Mr. Reid if he could not fell this way about it we would not care to have him enter the work of the section. He stated that he could not feel that way about it, and he did not therefore come into the work of the section. He does not know of the careful plans made for the handling of these cases and that the plans were carefully reviewed by every head of the sections in this office and afterwards favorably commented upon by representatives of central office sent to this office. Mr. Reid further does not know of the plan for the handling of these cases after they have been turned loose by the 553 section. It would hardly be expected of him to know since he was not brought into the work and had no connection with it. He probably does not know that we have reason to know that we were ahead of other districts of the country in the promotion of this work.

CONCLUSION.

My conclusion of this report to you as district vocational officer is that I came to district No. 3 with one purpose in mind and that was to cut out unnecessary action taken on cases in the district office, shortening procedure in every way possible to bring a quicker decision to the disabled soldiers as to what they are entitled to under the rehabilitation act and to get for them their just dues to which they are entitled under the rehabilitation act. You better than any one else know of my personal contributions to this work. The work which I have accomplished could have been far more successful, regardless of the success which I have obtained, had we had in our staff more real men and fewer Reids. There have been times when we have both felt that the district office would be better off without the services of certain individuals in this office. It has been our effort and desire to rid the office of this element of which Mr. Reid is the poorest type beyond doubt of anyone in the district office. Mr. Reid's only purpose, as I can see it, in appearing before this committee is to save his own head. I believe it is his desire to hide behind and take unfair advantage of the promise made to the committee by the board which was to the effect that no man would be discriminated against should he testify before the committee. Mr. Reid must know that we have been trying to get rid of him for months. Even back in the days of Mr. Cullen an effort was made to relieve this district of his presence, and finally recommendations were made to the chief about six weeks prior to the beginning of the investigation that Mr. Reid be discharged from the services of the board.

I am soon severing my connections with the board to take a position which I can not with justice to my family or self decline. I make this report as my final contribution to the rehabilitation of disabled soldiers, and in the hope that it will be presented to the Committee on Education of the House of Representatives investigating the board and will result in the committee recommending that Mr. Lamkin take favorable action upon your recommendation, submitted February 24, 1920, that Mr. Reid be discharged from the services of this board.

JOHN J. GREER,
Assistant District Vocational Officer.

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SUPPLEMENTS REFERRED TO IN THE PRECEDING REPORT.

Comparison of office time-card record of William Reid and John J. Greer.

WILLIAM REID.

Week ending—	Time at work in district No. 3 office.	Tardiness in morning.	Unauthorized lunch period over 45 minutes.	Failure to record entrance and departure from office (number of times).	Time spend in office after 5.15 p. m.
	Hr. m.	Hr. m.	Hr. m.		Hr. m.
January 3	12 1	0 2	0 0		0 22
January 10	48 47	17	10		1 14
January 17	37 1	16	37	(1)	23
January 24	41 46	55	0		31
January 31	24 13	13	2 41	7	37
February 7	43 51	4	0		57
February 14	44 52	2	4		2 05
February 21	40 33	48	1 13	1	26
February 28	35 7	6	8	(2)	27
March 6	39 43	2 37	16		16
March 13	42 35	0	32	1	18
March 20	20 19	3	0	(3)	3
March 27	43 7	5	9		15
April 3	37 3	0	3 16		5
April 10	39 56	18	1 4		4
April 17	34 41	5	39	(4)	33
Total	585 35	5 51	10 49	9	8 36

JOHN J. GREER.

Jan. 3	20 7	0 0	0 0		5 41
Jan. 10	55 40	0 0	0 0		4 13
Jan. 17	58 45	0 0	0 0		9 46
Jan. 24	61 51	0 0	0 0		11 20
Jan. 31	59 58	0 0	0 0		15 10
Feb. 7	52 16	0 0	0 0		2 40
Feb. 14	55 43	0 0	0 0		13 52
Feb. 21	59 2	0 0	0 0		12 58
Feb. 28	59 52	0 0	0 0		13 47
Mar. 6	62 10	0 0	0 0		16 25
Mar. 13	57 50	0 0	0 0		13 35
Mar. 20	53 5	0 0	0 0		9 7
Mar. 27	56 42	0 0	0 0		7 10
Apr. 3	47 12	0 0	0 0		2 55
Apr. 10	48 24	0 0	0 0		2 6
Apr. 17	52 24	0 0	0 0		2 40
Total	861 1	0 0	0 0		143 25

COMPARISON.

Wm. Reid	585 35	5 51	10 49	9	8 36
J. J. Greer	861 1	0 0	0 0	0	143 25

[1] Saturday, Jan. 17. [2] Feb. 23. [3] 3 days. [4] 1 day.

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Number of disabled soldiers surveyed in district No. 3 by Mr. Reid during the time indicated and comparisons with the work of two other advisers.

Week ending—	Wm. Reid.		Dr. C. J. Steim.		H. B. Giles.	
	Number of surveys.	Number of days.	Number of surveys.	Number of days.	Number of surveys.	Number of days.
1919.						
April 26	36	6	48	6	46	5
May 3	31	6	43	6	41	5
May 10	29	6	43	6	74	5
May 17	15	4	31	5	30	4
May 24	19	5	43	6	31	5
May 31	47	4	33	5	27	4
June 7	23	6	31	6	25	4
June 14	5	1	21	5	22	6
Total	205	38	293	45	296	38

Adviser.	Men surveyed.	Working days.	Average per day.
Wm. Reid	205	38	+5
Dr. C. J. Steim	293	45	+6
H. B. Giles	296	38	−8

BULLETIN No. 50.

NOVEMBER 5, 1919.

From: District vocational officer.
To: Members of the staff.
Re: Preparation of cases for C. O. C. B. representative.

It has been suggested, in order to make our cases more nearly perfect before presenting them to the C. O. C. B. representative and to enable us to be free from criticism, all cases be prepared in accordance with the following:

I. FORM 503.

(*a*) In filling out section 2–a of Form 503 the course of training only should be stated, as "Telephone engineering (placement training)" or "Course in business methods and accounting," leaving off all length of time, place of training, and any explanations.

(*b*) Section 2–b, Form 503, should contain only the place of training, as "Pennsylvania State University" or "Baldwin Locomotive Works."

(*c*) Section 2–c, Form 503, should contain the length of the time of the training and date regarding tuition, books, and supplies.

(*d*) Section 3–a, Form 503, should contain three facts, as follows: Man's disability, man's former occupation, and a short statement telling just how the disability handicaps the man in his former occupation. This should all be expressed in a very few words.

(*e*) Section 3–b, Form 503, if job improvement, under No. 1 a sentence should tell how the training will overcome the handicap. If job changing, a sentence under No. 2 will tell how the training will overcome the handicap.

II. AFFIDAVIT.

(*a*) Under point No. 5 of the affidavit form used in this office the man should be instructed to name his wounds or disease.

(*b*) Under point No. 7 of your affidavit form he should be instructed to tell just why he can not perform his old job because of his disability.

(*c*) Under point No. 10 of your affidavit form he should be instructed to tell just why he can not perform his old job because of his disability.

III. MEDICAL B.

(*a*) A copy of Army medicals, such as 17 A. G. O., 135–3 A. G. O., 395–1 A. G. O., extracts of 504, should be attached to Medical B.

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(b) If the D. M. O. or his assistant examines the man on part 2 of the Medical B, it should be indicated at the top of the page, or if part 2 of the Medical B is made from data in the folder, it should be so indicated at top of section 2 of the Medical B.

IV. SPECIAL NOTE.

All interoffice memoranda should bear a date. Sometimes it is quite important to have a date on a memorandum.

JANUARY 31, 1920.

From: H. B. Giles, V. A.
To: D. V. O. No. 3.
Subject: "Passing the buck."

I am referring you to case 15472, which was referred to me on January 30, the party referring it being the man who has charge of reservoir cases.

In the past 10 days cases that we have been trying to get contact on and a decision from the man have been broken into by a "reservoir" letter, which has never been followed up. It appears that the writer of the memo of January 30, after sending out one of his "reservoir" letters, never considered it worth while to make further effort to get the man into training. This one particular case you will note, should never have had a circular 4 letter placed on it, as the man was desirous of taking his training at night, and you will note that the reviewer wrote this man on December 31, giving him full instructions how to make the necessary arrangements to enter section 3 training.

This passing the cases back and forth in the office causes undue delay to the man, and we have noted from this one particular source a great many cases being unnecessarily delayed by him not following up his letters.

It is requested that this matter be given attention, as it shows lack of interest in the man, and also does not progress the case in this office.

HUGH B. GILES.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION, DISTRICT No. 3,
April 12, 1920.

Note to: Mr. Robert J. Fuller, D. V. O.

Mr. Reid has been recently using the telephone in this office repeatedly for personal phone calls, according to the telephone record.

I suggest that you take this matter up with him in an endeavor to have him curtail personal calls as far as possible during office hours, and when such are urgent and a necessity that he be asked to use the phone booth provided for personal calls in this office.

JOHN J. GREER, *Assistant D. V. O.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION, DISTRICT No. 3,
April 19, 1920.

Note to: Mr. R. J. Fuller, D. V. O.

I wish to call your attention to the fact that Mr. Reid left this office to-day at noon, failing to indicate his time of departure in the usual way of the district office, which, or course, is contrary to instructions. He returned for duty at 2.21 p. m., 2 hours and 21 minutes for luncheon, when the usual 45 minutes is allowed.

JOHN J. GREER, *Assistant D. V. O.*

APRIL 20, 1920.

Note to: Mr. Robert J. Fuller, D. V. O.
Subject: Mr. Glenn Nunn, private, 16th Company, 4th Battalion, 153d D. B., Port Allegheny, Pa.

DEAR SIR: I wish to call your attention to the fact that Mr. Reid sent reservoir 2 letter to the above-named man, living at Port Allegheny, Pa., to bring him to a reservoir at Philadelphia, which was contrary to instructions, and when this man should have been sent to one of the schools in the city of Pittsburgh; second, the fact that Mr. Reed could have easily seen on this date that Mr. Shumaker

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had for some time been endeavoring to get the man into the Allegheny Vocational School, for it is clear that he is a receiving station type and not that of a reservoir.

On January 26 the case came to Mr. Reid for action. Two days later it was marked on the case folder "No. action" and sent to the files. He failed to tickle it. On March 5 the case was brought from the files by the audit of the eligibility "1" cases and sent to the trade and industrial section of the training office. Recommendation was made by that department, and since that time we have been endeavoring to get the man in training.

I wish to call your attention to the fact that Mr. Reid again followed his action improperly, failed to fill in the case folder properly, that he took action on the case contrary to instructions, and also crossed the wires on Mr. Shumaker by the action which he took.

Yours, very truly,

JOHN J. GREER, *Assistant D. V. O.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION, DISTRICT No. 3,
April 20, 1920.

Note to: Mr. Fuller, D. V. O.

The total number of cases which Mr. Reid has acted upon this date is 10.

They are as follows: 18651, 15165, 10814, 12333, 13587, 14825, 12277, 14532, and 6025.

JOHN J. GREER, *Assistant D. V. O.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION, DISTRICT No. 3.
April 20, 1920.

Note to: Mr. Fuller, D. V. O., re. Soloman Herring, private, Company G. 313th Infantry.

I wish to call your attention to case No. 12277, in which there is a memo from Mr. Reid written to Mr. Kelly, which is as follows:

"What is status of case? How much extension will you need?

"W. R."

Taking the time to make a memo asking the status of a case is a waste of time, especially in view of the fact that Mr. Kelly sits with this man in the office. He could very easily get out of his chair and ask Mr. Kelly what the status of the case was, if he did not know this, which he should be able to determine from the case itself.

JOHN J. GREER, *Assistant D. V. O.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION, DISTRICT No. 3—3.
April 20, 1920.

Note to: Mr. Robert J. Fuller, D. V. O., re John Lyshon, 2 York Farm, Pittsville, Pa.

I beg to call your attention to case No. 3-3, which Mr. Reid sent reservoir 4 letter upon January 13, 1920, at which time he failed to follow his action by the usual tickle date on the case folder and sent the case to the files without putting a check in the proper column on the case folder.

The case was again brought up when I made an audit of the cases rated "1" by the eligibility squad, at which time I noted the case and turned it over to the placement section for action. The placement section wrote Mr. Gehres, officer in charge of the Allentown suboffice, asking that he get in touch with the man and make a definite recommendation to this office as to the type of placement training the man should be given.

The point about this to which I wish to call your attention is his failure to properly follow this case.

JOHN J. GREER.

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FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION, DISTRICT No. 3—13765.
April 20, 1920.

Note to: Mr. Robert J. Fuller, D. V. O., re Joseph Gelzinis, 827 Vine Street, Philadelphia, Pa.

I wish to call your attention to the case of the above-named man, who was sent reservoir 1 letter by Mr. Reid on January 29, and case sent to the files by him on January 30. The case folder will show that on February 5, at which time I was reviewing the "1" cases, I sent the case to training section for the purpose of putting the man in training. On February 7 Mr. Shumaker sent the man the proper letter.

The two points involving Mr. Reid in this case are: First, that this man was not a reservoir case and should not have been sent the reservoir letter. Mr. Reid should have turned the case over to Mr. Shumaker to place the man in training in a receiving station; second, Mr. Reid failed to follow his action, and there is no telling how long the case would have lain unacted upon in the file had I not made a review of the cases rated "1" by the eligibility squad, at which time, according to the evidence in the case, I turned the case over to Mr. Shumaker, and he promptly got the man in training.

JOHN J. GREER, *Assistant D. V. O.*

APRIL 21, 1920.

To: District vocational officer.
From: Supervisor of advisement and training.
Re: William Reid.

In training conference on Saturday, April 10, I, as supervisor of training, directed that Mr. Shumaker prepare the recommendations for men in try-out now up for regular courses of training. At the same time I directed that Mr. Reid prepare recommendations for all men in assembly depot status but now up for regular course of training.

Mr. Reid refuses to follow these directions. The attached memo is evidence of his refusal to write the 503s, seemingly "passing the buck" to Mr. Brooks.

This is only accumulative evidence that he is not cooperating and that he is no longer needed as a member of the training section.

J. B. HOLLOWAY.

[COPY OF THE ATTACHED MEMO REFERRED TO ABOVE. DISTRICT No. 3-11942. NOTE TO BROOKS. DATE, APRIL 21.]

Please see memo of April 1 from Doeden. Confer with Doeden and arrange to have man changed from A. D. to regular status.

W. R.

My instructions in training conference was that Mr. Reid make 503s for men now in assembly depot put up for a regular course.

J. B. H.

APRIL 21, 1920.

From: Supervisor of advisement and training.
To: District vocational officer.
Re: William Reid.

The attached memo dated April 19 asked Mr. Reid to call the above-mentioned man (George B. Donner–12352) to the office to be placed in the assembly depot. You will note by the memo of April 19 that it was my direction to Mr. Kelly, who wrote the memo, to put the man in the assembly depot. The attached memo dated April 21 shows that Mr. Reid did not act, but merely "passed the buck" back to Mr. Kelly. This is another case of inefficiency, and is further evidence to the fact that he does not function in the training section.

J. B. HOLLOWAY.

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COPIES OF THE ATTACHED MEMORANDUMS REFERRED TO ABOVE.

DISTRICT No. 3–12352,
April 19, 1920.

From: Supervisor of training.
Note to: Assembly depot.
Subject: Donner, George B.

Upon the advice of Mr. Holloway, supervisor of training it is suggested that the above-mentioned man be called into this office so that we may put him in the assembly depot at once. inasmuch as he is entitled to training. We will then be in a position to advise and make recommendation for regular training.

J. B. HOLLOWAY.

DISTRICT No. 3–12352,
April 21, 1920.

Note to D. J. K.

See receiving station letter of April 5. Should not that letter be followed up or has it been decided that he should not be sent there?

W. REID.

APRIL 21, 1920.

Note to: Mr. Fuller, D. V. O.
Subject: Mr. Max A. Wachter, jr., 1017 Poplar Street, Philadelphia, Pa.

I beg to call your attention to the case of the above-named man, particularly to the survey made by Mr. Reid at the Philadelphia office, May 7, 1919.

Mr. Reid makes the following statement regarding the man's preferences: "Can return to work as soon as hand recovers. Promotion to engineer is due and will be received as soon as railroad business warrants. He can do this, even in present condition."

I also call your attention to the statement on the back of the survey, which amplifies the statement given above. As a consequence of the statement so made by Mr. Reid, this man was done an injustice, for it was determined that in view of the facts he stated no action was necessary on the part of the board in behalf of the man.

It has since turned out that this man's right hand is so badly disabled that he can not return to his former occupation, and it has been determined that he is eligible for training under section 2 of the act.

The case again became active at the time of the eligibility squad's work in this district, and was acted upon December 12, 1919, seven months after Mr. Reid had made the survey and the statement, which is certainly an injustice to this disabled soldier and has caused the delay on his case.

Yours, very truly,

JOHN J. GREER,
Assistant D. V. O.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION, DISTRICT No. 3,
April 21, 1920.

Note to: Mr. R. J. Fuller, D. V. O.
Re: Mattos, John, Private, first class, Company M, One hundred and first Infantry.

I wish to call your attention to the case of the above-named man, which gives evidence of the fact that Mr. Reid has three times had this case and failed on each occasion to follow instructions relative to use of the case folder, namely, once neglecting to check in proper column "Checked if to be filed," and three times giving no tickle date in the proper column to enable him to follow his own action in the case, which has caused considerable delay and confusion in regard to the interest of this man.

JOHN J. GREER,
Assistant D. V. O.

APRIL 21, 1920.

Note to: Mr. Robert J. Fuller, D. V. O.
Subject: Mr. Leroy Jury, 531 East Walnut Street, York, Pa.

I wish to call your attention to the fact that Mr. Reid sent Reservoir No. 4 letter to the above man; also that he failed to tickle the case.

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The sending of this letter was poor judgment on the part of Mr. Reid, due to the fact that the medical section on December 22 had asked the Public Health Service for an examination to determine whether or not the man was in such physical condition to consider training. We did not know in this office at that time whether training was feasible or not, nor do we know at this time. There is a letter in the case that shows that the Red Cross had promised to notify us as soon as training was feasible, and on the very day Mr. Reid sent his letter examination of the man was mailed by the Public Health Service, reporting to us that the man's condition at that time would not permit training from both a mental and a physical standpoint.

Mr. Reid failed to tickle this case.

The case was sent to the training section and on January 21 was turned over to Mr. Reid for action. Mr. Reid noted: "No action" on the case and sent it to the files untickled, showing his failure to properly function on this case. Had it not been for our medical section it might still be lying there, no action taken. We are at this date trying to determine whether or not this man's condition is sufficiently improved to enable him to take training.

JOHN J. GREER,
Assistant District Vocational Officer.

APRIL 22, 1920.

Note to: Mr. R. J. Fuller, D. V. O.
Re: Brown, Edgar T., private, first class, Company A, Fifteenth Engineers, 1318 Alton Street, Pittsburgh, Pa.

DEAR SIR: 1. I wish to call your attention to the case of the above man, in which you will find a letter from the man dated March 6, stating he would like to take training under section 3 of the act in mechanical drawing and civil engineering at the International Correspondence School, Scranton, Pa.

2. I further call your attention to the letter of Mr. Kelly of March 19, in which he suggests to the man that because of his limited education he take a course in mechanical drawing, and at the completion of that, if circumstances warrant, he will be given an opportunity of taking a course in civil engineering. A letter of April 5 from the man states that he has accepted the advice of Mr. Kelly relative to taking the course in mechanical drawing.

3. I wish to call your attention to the fact that on April 13 Mr. Reid wrote 503, calling for course in surveying and mapping at the International Correspondence School for a period of 12 months. Had not this been caught before any effort had been made in the enrollment section to place this man in training in such a course the man would have been considerably upset, and now that it has been caught, training section will be compelled to rewrite Form 503 in this case in order to give the man the course he desires and the course he should pursue to his best interests. This, of course, has caused considerable delay in the handling of the case of this disabled man.

JOHN J. GREER,
Asst. D. V. O.

APRIL 22, 1920.

Note to: Mr. R. J. Fuller, D. V. O.
Re: Mr Haywood W. Austin, private, Fifteenth Company, Fourth Transportation Battalion, Fifty-fourth D. B., 1520 Capital Street, Philadelphia, Pa.

DEAR SIR: I wish to call your attention to Form 502-3 in the case of the above man, written by Mr. Reid May 13, 1919, in which he states the following:

"Poor material. The 'better-than-any-white-man' type."

"PLACEMENT WHEN READY."

This man is tubercular and the point I wish to bring out in connection with this is Mr. Reid's attitude toward the man, together with the fact that he offered to get the man a job and not training, when he has for eight years been a waiter and is an active tubercular.

JOHN J. GREER,
Asst. D. V. O.

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APRIL 23, 1920.

From: Supervisor of Advisement and Training.
To: District vocational officer.
Re: Men at Temple University.

The cases listed below have been in the assembly depot status at Temple University for some time and should have been handled by Mr. Reid in such a way as to have gotten into regular training. He did not do it, and it was necessary for the supervisor of advisement and training to ask some of the other men to come to the office in the evening to assist him with the work, 2155, 4696, 7917, 7947, 12868, 14053, 16394, 16402, 17397, 17423, 17505, 18717.

J. B. HOLLOWAY.

PHILADELPHIA, PA., *April 28, 1920.*

I, Hugh B. Giles, residing at 432 Martin Street, Roxborough, Philadelphia, Pa., do make oath and depose as follows:

That I entered the service of the Federal Board for Vocational Education on March 10, 1919, and was assigned to district No. 3, Philadelphia, in the advisement section; that after about four days' tutoring in the office I was immediately placed on the road as a field agent, and continued as a field agent until July 1, 1919. The work of the field men was somewhat different from that of staff members who remained in the office, due to the fact that we had to travel from town to town and gather up the disabled men with the aid of the Red Cross chapters. The field men would interview some days 5 men and other days 18 or 20. We could never gauge the number of men whom we would be called upon to interview.

On my arrival in the Philadelphia office, after a week's work, I was approached by Mr. William A. Reid with the remark that I could not do my work properly and survey as high as 90 men a week, he stating that a vocational adviser was supposed to do only 5 men a day. It appears from all information that could be gathered at that time that he was an agitator in the Phildelphia office and claimed that surveying 5 men was a day's work. This somewhat embarrassed Mr. U. G. I. Scull and myself, due to the fact that we had to take men from the Philadelphia office and train them in road work. At one time, while training a man in Scranton, Pa., the man who was being trained felt that he was being imposed upon because he had to survey 11 men, and due to the fact that he had been told by Mr. Reid that 5 men were all that should be expected of him. Although this was embarrassing at the time, the man realized the work the Federal board was doing and the next day jumped in and carried the work along, working in harmony with the rest of us.

It was commonly known around the Philadelphia office at this time that Mr. Reid was the instigator of the idea that 5 men was a sufficient number to survey in one day; also, he was called by different staff members "the unionizer of the civil service." Mr. Hugh I. Millard, who was the supervisor of advisement at that time, complained several times about Mr. Reid's actions and had asked me whether I had been interested in Mr. Reid's "union."

Mr. Reid was placed on road work, but was an absolute failure, due to the fact that he usually filled out a Form 502 and never drew the case to any conclusion. This necessitated extra work, and Mr. Millard immediately, after allowing Mr. Reid to make two trips out of the office, withdrew him, and I was compelled to cover the ground that he had gone over and complete the work that he should have completed. Mr. Millard saw the conditions and requested that Mr. Reid be transferred to some other department where his knowledge could be used to a better advantage.

HUGH B. GILES.

Subscribed and sworn to before me this 29th day of April, A. D. 1920, at Philadelphia, Pa.

ERVIN LYNDOLL, *Notary Public.*

Commission expires April 1, 1923.

APRIL 28, 1920.

Note to: Mr. Robert J. Fuller, D. V. O.
Re: William Reid.

DEAR SIR: I wish to call your attention to the fact that Mr. Reid this date disobeyed instructions to members of the staff, namely, that such information as they desired from the case office should be received at the information desk and that they were not to enter the case office to secure same.

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At 4 o'clock this day I found Mr. Reid standing in the middle of the case office, interrupting and interfering with the work of four girls, at which time I called to his attention instructions given to the entire staff by you. Mr. Reid stated he could not get the action he desired from the information desk, and it was necessary for him to go into the case office to secure the same. I informed Mr. Reid that on such occasions he was to take the matter up with the head of his section, who would see that he got the necessary information at once and without unnecessary delay. Mr. Reid thereupon left the case office.

Yours, very truly,

JOHN J. GREER, *Assistant D. V. O.*

APRIL 22, 1920.

Note to: Mr. R. J. Fuller, D. V. O.:

I wish to call your attention to case No. 6025, which Mr. Reid had in his possession this day and failed to comply with instructions relative to indicating his action on the case folder.

JOHN J. GREER, *Assistant D. V. O.*

APRIL 29, 1920.

From: Supervisor of training.
To: District vocational officer.
Re: William Reid.

You will remember that in Mr. Reid's testimony he made the statement that men in this office would handle a case, and if it were a hard case and they did not desire to act on it they would destroy the evidence that it came to their desk and send it back to files.

To prove that his statement is true, this morning he had on his desk two cases, No. 14682 and No. 1316. He started them back to files devoid of evidence that they were on his desk. In other words, he has given concrete evidence of the proof of his statement, but that he is the guilty party.

J. B. H.

Note to: Mr. Fuller, D. V. O.
Subject: Thomas A. Quinlan, 118 South Webster Avenue, Scranton, Pa.

DEAR SIR: I wish to call your attention to the case of the above-named man.

On December 26 Mr. Reid sent this man assembly depot letter, (Reservoir No. 4), which should never have been sent as this is a R. S. case, which Mr. Reid discovered a month later, thus causing unnecessary delay in this case.

On January 23 Mr. Reid sent the following memo. to R. S., which I am giving for your information:

"R. S.: Did he get elected? Why neglect such a good Democrat?

"W. R."

I attach the original of that memo.

I judge Mr. Reid calls this speeding up the district, taking his time to write such a memo. to another section, taking the time of others in the office to read it, to say nothing of the delay caused by the action he took on this case. I ask you for your opinion as to whether or not this is the way to speed up the district.

I call your attention to the fact that Mr. Reid never offered this man training under section 3 of the act, which would be very nice for the man to have should he become elected to any office. It would be of material assistance to him in functioning in the capacity for which he desired to become elected.

JOHN J. GREER,
Assistant D. V. O.

Note to: Mr. Robert J. Fuller, D. V. O.
Re: McIntyre, Charles A., Private, Company C, Sixth Engineers, Third Division, Dunlo, Pa.

DEAR SIR: I wish to call your attention to the case of the above-named man, in which Mr. Reid has sent memo. to receiving station section to follow up their

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action which they had taken prior to the sending of his letter of December 26. The memo. is as follows:

"JANUARY 23, 1920.

"Note to: R. S.
"For follow-up.
"Should not have been sent, A. D. letter.

"W. R."

This was written by him January 23, a month after he had sent his letter, duplicating and crossing wires on the receiving station section. Mr. Reid admits his own useless action which is detrimental in the case of this man.

JOHN J. GREER,
Assistant D. V. O.

APRIL 30, 1920.

To: District vocational officer.
From: Supervisor of advisement and training.
Re: William Reid.

I attach hereto a number of memos written by Mr. Reid on various cases. I wish to call your attention to the fact that I have noted on each of these memos just what Mr. Reid could have done to further the case rather than delaying it as he did.

I submit this as accumulative evidence that I can not use him in this section.

J. B. HOLLOWAY.

COPIES OF THE ATTACHED MEMOS REFERRED TO ABOVE.

DISTRICT No. 3–15788.
April 17.

Note to: Johnson.

Please note T–42 of April 15 by Brooks. If satisfactory, please pass to J. B. H. for approval.

W. R.

To Mr. Holloway.

JOHNSON.

DISTRICT No. 3–14621.
April 17.

Note to: Johnson.

If you wish this man kept in Temple, arrangements should be made to get him into regular status; he is not in A. D.

Will you please take this up with Brooks and have definite recommendation made?

W. REID.

DISTRICT No. 3–18390.
April 15.

Note to: Brooks.

See memo. of D. V. O. asking for 503. Please furnish complete information as basis for 503.

See memos of March 22 and February 24.

Subjects listed on 107 are not sufficient.

W. R.

DISTRICT No. 3–14039.
April 17.

Note to: C. O. (F. L. W.)
Why follow up?

Survey and letter are in agreement. J. J. G. says "close" on 2/14. N. M. has tickled for 5/15 on memo of 1/22 which has disappeared.

(Written by Wm. Reid.)

Man indicated he may want Tr. by April or May. Case should have been followed up.

J. B. H.

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DISTRICT No. 3–4278,
March 10.

Note to: D. V. O.

This is one of A. V. S. urgency cases. Central office has questioned eligibility since September 4, 1919. Last letter asking for affidavit was February 2, 1920, but this has not been furnished. Present evidence indicates that man is not eligible.

Written by Reid.
This should have gone direct to eligibility.

J. B. H.

Written by Reid.
This should have gone to case office for 107–A.

J. B. H.

DISTRICT No. 3–6978,
March 10.

Note to: Chief Clerk.
Re your memo 3/9.
107 reads January 10.
C. O. says 107–A not in order; should be handled by letter.

DISTRICT No. 3–15642,
March 12.

Note to: J. B. H.

Man entered A. D. 1/13. Left about 2/2 (see memo of Dr. King). Did not return. Letters of man (3/3 and undated) indicate that he desires training at home. Course in commercial school for which he asks does not seem feasible. Course in motion picture operating as asked for on 503 would produce same difficulty of leaving home, and my opinion is that he is not suited to it even if his disability would permit. Should be reintervewed by Ferguson. Is it in order to carry him until then or should he be dropped; if so, of what date (2/15 or later)?

W. R.

APRIL 30, 1920.

To: District Vocational Officer.
From: Supervisor of Advisement and Training.
Re: William Reid.

Another group of memos attached written by Mr. Reid. On some I have noted what action might have been taken—on others I have not. These are submitted as accumulative evidence that he is not a functioning member of the training section.

J. B. HOLLOWAY.

COPIES OF THE ATTACHED MEMOS REFERRED TO ABOVE.

DISTRICT No. 3—10708.
April 15.

Note to Brooks:

Has this man been transferred? Please advise as otherwise I must ask for extension. Please route case to me as soon as you are through with it.

W. R.

Reid should have asked for 107–B–605. (This sentence written by J. B. H.)

DISTRICT No. 3—10814.
April 19.

Note to J. B. H.:

Letter of 3/2 from Temple is still unanswered. Will you please route it to proper person for reply or advise me?

W. R.

Case delayed by Reid.

J. B. H.

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DISTRICT No. 3—12333.
April 19.

Note to J. B. H.:
Should this be extension or change of course? Note that 503 has been approved and plac. trg. arranged.

W. R.

Case was delayed until 4/24.

J. B. H.

DISTRICT No. 3—13587.
April 20.

Note to J. B. H.:
Recommend that this man be sent to A. V. S. as try-out in order to expedite matters. The training for which he asked—electrical work—can be given there and it seems probable that he still desires this.

W. REID.

Case delayed by Reid.

DISTRICT No. 3–7676.
April 21.

Note to: D. J. K.:
Man discontinued try out because of sickness. Should be followed up on that basis. No reco. has been made by Gilbert, but auto mechanic course was approved by H. O. prior to entry into Spring Garden.

W. R.

Why did not Reid do it?

J. B. H.

APRIL 21.

Is eligible for section 3. Can take drafting. Reid should have prepared it.
J. D. K.

Man asks for drafting under section 3. Apparently will never qualify in such. What evening training of a general nature, including shop math., blueprint reading, etc., is there available in Pgh.?

W. R.

Write up 503 for drafting.

APRIL 21.

D. J. K.:
Is not Temple nearer to man's home? Does Drexel give work of this sort?
W. R.

Why don't you do it? Can't you make it?

D. J. K.

APRIL 21.

D. J. K.:
No evidence that man wants tr. under section 3.

W. R.

The man may not want it, but is only eligible for section 3. Case delayed by Reid.

J. B. H.

APRIL 21.

D. J. K.:
Wm. R. says placement.

W. R.

Case jammed by Reid.

J. B. H.

DISTRICT No. 3–15937.
April 27.

Note to: Pl.:
Man has been in A. D. since 3/2. Please arrange reg. tr.

W. D.

Placement is waiting. Reid does not need case.

J. B. H.

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DISTRICT No. 3–12333.
April 29.

Note to J. B. H.:
Your attention is directed to the fact that this man has been in A. D. since 1/5. T–42 of 3/24 and 107–A of 4/3 extend this period to 6/15.
Should this not be put through as "change of course" in order to get him on regular status?

W. R.

The CHAIRMAN. What was the date of that last statement?
Mr. GREER. February 24, 1920.
The CHAIRMAN. That was about a week before——
Mr. GREER (interposing). I estimated it was six weeks. Was it a week? The actual date is given, at any rate.
The CHAIRMAN. That was about a week after the statement was made in the press.
Mr. GREER. The date of the recommendation to Mr. Lamkin that Mr. Reid be discharged from the service of the board and not be transferred to another district, as has been somewhat the procedure of the board in trying to find a place where a man might fit, was dated February 24, 1920.
The CHAIRMAN. How long have you been with the board, Mr. Greer? I believe you answered that.
Mr. GREER. I answered that; yes.
The CHAIRMAN. Would you care to answer it again?
Mr. GREER. Certainly. Since October.
The CHAIRMAN. Of 1919?
Mr. GREER. 1919.
The CHAIRMAN. Was Mr. Reid there before you went there?
Mr. GREER. Yes, sir; and Mr. Reid had been, previous to that time, conected with district No. 4 and transferred to district No. 3 with the hope they might find a place in which he would fit to work as an organizer rather than a disorganizer. Mr. Reid had difficulty, Doctor, before coming to district No. 3.
The CHAIRMAN. Yours is district No. 3?
Mr. GREER. Ours is district No. 3.
The CHAIRMAN. And district No. 4 is the Baltimore district?
Mr. GREER. Yes, sir.
The CHAIRMAN. When did he go to that district?
Mr. GREER. I am not in a position to state to you as a fact, Doctor; I found him there when I came.
The CHAIRMAN. Was anything done prior to that time, that you know of, that would indicate that Mr. Reid was not satisfactory there?
Mr. GREER. What I know is only hearsay, Doctor, and that I have stated to you, that he was in difficulties in district No. 4, and was transferred to district No. 3 with the hope that they might find him a place in which he would fit.
The CHAIRMAN. You make that statement, that the transfer was due to the desire to find a place where he would fit better than the position he was then occupying?
Mr. GREER. I believe that was the purpose of the board. It came to me, as I say, as hearsay only.
The CHAIRMAN. Is that the practice of the board?
Mr. GREER. I would say yes, Doctor, that the board, as a consequence of the scarcity of staff members, with the salary limitations

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which have been inflicted upon the board by Congress, have been most lenient with the members of the staff. They have done everything in their power, to my mind, that was too lenient with most men with whom they have had difficulties in getting to come across, and the board has transferred some men from place to place, hoping that if a man's environment was not just what it should be, and he might not be able to fit in here, they might find some other place in some other district where he would fit.

The CHAIRMAN. I can not understand, Mr. Greer, how it would be possible, if a man's work in this district was not satisfactory, that it might be in some other district, unless there was something in the personnel of the organization that he wanted to relieve. I can understand that if Mr. Reid was not working in unison with some particular person in the district, because there might be something personal, his transfer to another place would be justifiable, but if your conclusions in your written statement are based upon fact, I do not see how Mr. Greer can be held in this service.

Mr. GREER. Mr. Reid, you mean, do you not?

The CHAIRMAN. Mr. Reid can be held in this service at all. I do not understand the angle of judgment that a responsible board would take.

Mr. GREER. Well, Doctor, let me make this reply to you. The board, you know, has had difficulty in getting men. You probably heard that before.

The CHAIRMAN. Yes; I have heard that.

Mr. GREER. And a half a loaf is better than none. The board has hoped from time to time that a man would come through and deliver the goods. Sometimes there is personality, and sometimes personality would make it impossible for him to work with one man when he might with another man.

The CHAIRMAN. I say I see how that could have been.

Mr. GREER. There might be a vacant position in one district office where he might fit that was not vacant in another district in which he did not fit.

The CHAIRMAN. But, judging from your statements, he would not fit any more in Philadelphia than he would at Baltimore.

Mr. GREER. I did not say that at the time of his transfer he would not. The facts are that he has not. I contend this, Dr. Fess: That the man, or any man similar to that, should have been discharged the very minute the supervisor of advisement made it known that the man was trying to get others to survey but five men a day.

The CHAIRMAN. I am judging now, first, from Mr. Reid's testimony here, and, second, from yours. Taking the two together, I am driven to the conviction that something is wrong, awfully wrong. Now, for example, I recall the criticisms of Mr. Reid as he made them when I was examining him. He made the general charge of undue delays on final adjustments prevailing in the office at Philadelphia. That was a general complaint in the New York office, also. He also said this, and he was under oath when he was speaking: That the effort had been misdirected and misplaced and many errors committed in the placing of men in a particular training that they should not have been placed in. He made another statement that there was general discontent and general dissatisfaction among the disabled men about

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the order, and that there had been some attitude like the attitude of charity toward the men, instead of a recognition of the right of the men under the law.

He also made a statement that I think must be accepted now, that the general morale of the office was not good, the esprit de corps was bad. I can not imagine how the morale of the office would be good with you and Reid in the same office—I mean in the same organization—because the testimony is so contradictory; so adverse. For instance, Mr. Reid says that the Philadelphia office lacks organization; is very defective in personnel; it has no follow-up to it. Those are pretty hard charges for a man who is in an organization, talking about the organization which he is in, and your testimony goes to the effect of disqualifying Mr. Reid to make those statements. In other words, it is very largely defective on his part, from what you say. I have not heard all of your written statement. Judge Towner has, and I am going to let Judge Towner examine you.

Mr. GREER. Before you finish, may I ask you this question?

The CHAIRMAN. Yes.

Mr. GREER. Do you think it is possible that any man, sitting in a district office, interviewing probably from two to three men a day, tied to a chair in a very small piece of work of the district office, would know of the general conditions in the district office; that is to say, as to the discontentment of the men, and of the delays in the district office?

The CHAIRMAN. That would be altogether owing to what affiliations this particular office would have to the general office. I should think that if he were working in an office, he would know what the office was doing, even though he were in a small section of it. That is, I think, Mr. Greer, you will admit this, that you do not need to be told that everything is all right, or that many things are wrong; you feel it; you know it, without being told. You can feel it quickly.

Mr. GREER. Well, I venture the statement, Dr. Fess, and I think the statement will be corroborated by the men from the district when they appear before you. It would be easy to have other men from the district say the same as I. I have no personal enmity toward Mr. Reid. I feel that Mr. Reid has done Mr. Fuller, the Federal board, and the disabled soldiers a great injustice. It was with the spirit of support of Mr. Fuller and the Federal board that I have prepared the paper which I have, and I assure you, sir, that it is no responsibility on me that Mr. Reid is still in that district office.

The CHAIRMAN. Well, Mr. Greer, if Mr. Reid has limitations so serious as your evidence would corroborate, how can the work of rehabilitation go on effectively with an organization going like that? Why has not Mr. Reid long ago been severed from this work, if he has such serious limitations?

Mr. GREER. The only reason I can attribute is the scarcity of men, the hope of the board that he may come through, the charitableness of the board in not wanting to fire a man, the fact that sometimes the civil service makes it disagreeable for you in firing a man. I assure you that Mr. Reid has got to earn a living, and when people fail to make good I have said to them, the same as to the clerical personnel in the office, "You do not fit here. We want to help you find a place where you do fit," and I feel that way about Mr. Reid.

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The CHAIRMAN. Mr. Reid's position, then, in your office—I mean in the Philadelphia office—is not an advantage to the office?

Mr. GREER. I would say that Mr. Reid, in that office, is a decided disadvantage. I think that his salary would be better left in the Treasury Department. The work of the disabled soldier would progress more rapidly as far as any of the work which he has been carrying on is concerned. Certainly, now, with the feeling that exists among the staff of the board, Mr. Reid in that district office——

The CHAIRMAN. Has that feeling increased since he testified here?

Mr. GREER. I think I am safe in saying that it has materially increased.

The CHAIRMAN. I think that probably is the reason for it—what he said here.

Mr. GREER. No doubt.

The CHAIRMAN. It would certainly create considerable interest on the part of those who support him, or on the part of those who are not in his support.

Mr. GREER. I do not know that you will find anybody in that district office who will support him, Dr. Fess.

The CHAIRMAN. The most charitable view that this committee can possibly take of that situation is that the Philadelphia office is not what it ought to be, because if men—assuming now that what you say is justified, and I am not questioning your veracity, you understand—assuming that what you say in making your interpretations is justified, that makes possible a situation that ought to be cured, and ought to have been cured a long time ago; and if what you say is not justified, it still is proof that the basis for making such statements makes a condition in the Philadelphia office that ought not to be there. Now, the responsibility must be somewhere, and the most charitable view we can take it that there ought to be some correction up there of some sort, and somebody is responsible for it. Now, who is it?

Mr. GREER. The responsibility for the hiring and dismissal of staff members is the central office. The power is in the district vocational officer to make recommendations, and a definite recommendation was made to the chief in writing on February 24. I believe that Mr. Fuller and Mr. Lamkin had a conversation in regard to Mr. Reid before that time.

The CHAIRMAN. That was before any immunity had been granted by the board?

Mr. GREER. Yes, sir; but a definite written recommendation was made on February 24.

Mr. TOWNER. I believe that in Mr. Reid's testimony he condemned the entire personnel of the Philadelphia division, did he not, Mr. Greer?

Mr. GREER. That is my impression. I think he said, "All the good men have left, and the poor ones are staying."

Mr. TOWNER. He especially condemned the chief, Mr. Fuller?

Mr. GREER. Yes, sir.

Mr. TOWNER. And, as you stated, he said that you and he ought to resign and go away, and then he condemns unequivocally the personnel of the office. I think also his testimony might be summarized by saying that he also condemned, without any reservation, the entire method of procedure in the Philadelphia office; is not that true?

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Mr. GREER. In substance, I think that is probably what he had in mind.

Mr. TOWNER. And he advised, as I remember, that an outside commission of experts be sent there for the purpose of revising the method of carrying on the work in the Philadelphia office. Now, there seems to be a personal enmity existing between yourself and Mr. Reid, does there not, Mr. Greer?

Mr. GREER. I believe Mr. Reid feels somewhat displeased toward me about the fact that I on one occasion very definitely showed to him how—and I have read it in the report—how he was failing to give to the Government the work which he might give in the prescribed number of hours in the district office.

Mr. TOWNER. I did not ask you for the cause. I was asking as to whether or not, in fact, it existed.

Mr. GREER. It existed on Mr. Reid's part, not on mine, sir.

Mr. TOWNER. Not on yours?

Mr. GREER. Absolutely not, sir.

Mr. TOWNER. In the testimony which he gave, he especially paid his compliments to you, I presume you remember in what manner.

Mr. GREER. A bull in a china shop?

Mr. TOWNER. I am quoting from his testimony on page 913 of the hearing:

> While we are discussing morale, I think it is a good time to bring out another point. We have in the office a Mr. Greer, who carries the title of assistant district vocational officer. He was sent up originally, I believe, as what we call an urgency man, to expedite cases which for various reasons it was deemed should be rushed through. I believe Mr. Greer has made a statement that if he made good he was to be made a district vocational officer at the first opportunity that was offered. Instead of making good, he simply got the whole office so much aroused against him that they got up a petition and asked to have him removed. That petition was signed, I think, by more than half of the office force. Considering the time it took to get it up, considering the short time they had to get it up and the way it was rushed through, I think it was quite a good proportion. I believed they could have gotten almost all, if they had wanted to wait a while longer, but they wanted action.
>
> Mr. Fuller did not act on that in spite of all this. I think that was the first thing that turned the force against Mr. Fuller, insisting upon maintaining this man in his place against the protest of the whole office. I signed that petition. That petition was gotten up by a committee, the chairman of which was, I believe, an unusually capable man, who has since left us, like most of the capable men. I think it presented in clear language just exactly what was the matter with that man, and everything showed that he should not have been kept. Under those conditions I could hardly blame the force for feeling that Mr. Fuller was not with them, in spite of all his appeals and statements to the contrary. That man is still in the office, and he is still, as they call him, the bull in the china shop. He is a quantity man and not a quality man. That may be what keeps him there.

Now, it would appear from that that Mr. Reid was going so far as to make the charge that you were the occasion of the delinquencies that existed in the Philadelphia office. Is that your understanding of it?

Mr. GREER. I should not take it from that, Dr. Towner.

Mr. TOWNER. How is that?

Mr. GREER. I would not take it to mean that, sir.

Mr. TOWNER. He suggests here that just as soon as this petition to which he refers was presented to Mr. Fuller, and Mr. Fuller took no action, that that turned all of the men of the force against Mr. Fuller. What have you to say in regard to that?

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Mr. GREER. I will say that the men of the office furnished Mr. Fuller with a written withdrawal of that petition.

Mr. TOWNER. Well, there was a petition presented, then?

Mr. GREER. Yes.

Mr. TOWNER. Asking for your removal?

Mr. GREER. Yes.

Mr. TOWNER. How numerously signed was that?

Mr. GREER. I would say about half of the office.

Mr. TOWNER. Then his statement regarding the number that signed it was correct?

Mr. GREER. Approximately; yes, sir.

Mr. TOWNER. And how was it possible to have secured the petition asking for your removal? Upon what ground was it based, Mr. Greer?

Mr. GREER. I suppose it was based on the ground that I was trying to push the district too hard.

Mr. TOWNER. Trying to speed up the work too much?

Mr. GREER. Yes; in too short a time.

Mr. TOWNER. Were there any specifications in this petition, charges against you?

Mr. GREER. I do not recall right now the specifications.

One of the things was that I was discourteous to them, and the sense of the petition was this, as I myself took it, that I had endeavored to accomplish too much in too short a time—that is, with regard to the elimination of unnecessary procedure. What I mean by that is this: When I went into that district office I found certain men were going out at lunch and walking Chestnut Street for an hour and a half and two hours in the afternoon; I found them walking into the office anywhere from 9.15 to 9.30 and leaving at night at 5 instead of 5.15; I found that the men were not pushing the number of advisements as rapidly as they might; I found that men were making advisements on the specific recommendations for training, and that they knew nothing about the occupation for which they were recommending that a man be trained. I suggested that these men go to Baldwin's and see the men work at the occupation for which they were recommending that these disabled soldiers be trained. I suggested some of the woolen mills, and some of the carpet mills, and the Brill car factory. I found that men who had never dictated to a stenographer probably more than half a dozen times in their lives, and certainly were not used to it, were picking up a case and mulling through a case and dictating on it, instead of taking a case, reviewing it, making a synopsis of the case, and piling it up, and when they had a number of them, dictating on them, so as to utilize the whole of the stenographer's time. To counteract that, we took the girls away from the men and put them in a stenograhic room.

Mr. TOWNER. Who did, now?

Mr. GREER. Between Mr. Fuller and I.

Mr. TOWNER. Did you make such a report to Mr. Fuller?

Mr. GREER. That that was going on?

Mr. TOWNER. Yes.

Mr. GREER. I certainly—well, I made it known to Mr. Fuller that that was going on.

Mr. TOWNER. Well, that was in the nature of a report, was it not?

Mr. GREER. Yes.

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Mr. TOWNER. Then, if such conditions existed, Mr. Greer, the charges that have been made by Mr. Reid as to the incompetency and inefficiency of the men and the work there would be largely justified, would they not?

Mr. GREER. I think Mr. Reid is talking of conditions that existed, not of the conditions that do exist. As I was going to say, we took those stenographers away from those men, and put them in a stenographic room.

Mr. TOWNER. Mr. Fuller then acted on your recommendation, did he?

Mr. GREER. Yes, sir; in nearly every instance, not immediately, but after considerable thought on his part.

Mr. TOWNER. Now, after this petition had been presented to Mr. Fuller, did Mr. Fuller continue with his work of trying to make some reforms in the work of the office?

Mr. GREER. He certainly did, and I will venture to say that the work has gradually become more and more efficient from the date of Mr. Fuller's entrance into the office, and I will say, too, that I think most of the men whose names were written in that petition have come to me since that time—some at the time they withdrew their names from the petition, and others since that time have come and expressed their regret at having put their names upon the petition, and that petition was railroaded through the office.

Mr. TOWNER. How was it railroaded through the office?

Mr. GREER. I am told that certain members of the staff took it to a person who was a personal friends of theirs, a man or woman, and said, "We want you to sign this petition. Everybody in the office is going to sign it, and you do not want to stay out alone against the other members of the staff."

Mr. TOWNER. Of course, that is just hearsay.

Mr. GREER. It was told to me by those who had been approached.

Mr. TOWNER. What personal relations, or what personal contests have you had with Mr. Reid? Have you ever come in conflict with each other?

Mr. GREER. I have stated one occasion in this report when I asked Mr. Reid what he had done with 40 minutes of his time one morning. That was the only conflict I had with Mr. Reid prior to his testimony here.

Mr. TOWNER. As I understand from your report you claim that, as a matter of fact, Mr. Reid himself was very inefficient in regard to his business.

Mr. GREER. I have evidence here substantiating that fact, Judge Towner.

Mr. TOWNER. I am just summarizing that.

Mr. GREER. Yes, sir.

Mr. TOWNER. He personally charges you with being incompetent and you charge him with being incompetent. You think that the evidence is sufficient to support your charge and I suppose he thinks that his evidence is sufficient to support his charge.

Mr. GREER. I should say that the difference between his charges and mine is that his charge is supported by his own opinion and mine are supported by facts as submitted here.

Mr. TOWNER. We are not so much—in fact, I think the committee is not at all interested in the personal attitude of the controversy.

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What we want to know is what the conditions were as they actually existed. Of course, it is very apparent that there was, led perhaps by Mr. Reid, a spirit of insurgency in the office, and while that existed it was impossible that efficiency in the work should be carried out. The statements that you yourself have made here regarding conditions of the office at the time when you made your recommendation to Mr. Fuller largely bear that out. I was anxious to have you state a little bit more fully than you did in your report about your recommendation in this particular case, in which you said that Mr. Reid insisted on the appointment of a certain man, and wondered why it was that he should be rejected when he was such a good Democrat. Can you enlighten the committee about the particulars of that case?

Mr. GREER. Yes; I have got the particular case which can be referred to. The substance of the case was this: The man, who was of the receiving-station type, was postponing his entrance into training, due to the fact that he was up for election for some minor political position in Pennsylvania, and he desired to defer training until after he saw whether or not the election was favorable to him, and Mr. Reid wrote this memo. in the case and sent it on to the receiving-station man. If I have the right case in mind, which I think I have, Mr. Reid sent to that man, previously to the writing of this memo., an assembly depot letter, which letter gave the man the opportunity to come to Philadelphia and take training. That was exceedingly unwise, due to the fact that if the man had been brought to Philadelphia we would have then had to send him to the receiving station in order to determine the kind of training which the man should be given, which was being done, and had been offered the man previously by the people in charge in the district office of the receiving station.

Mr. TOWNER. Again the committee is not so particularly interested in that particular case, but the committee would very much like to know whether, in making appointments in these offices, the question of the appointment of officers, or the action of the board, is or is not influenced by political considerations.

Mr. GREER. Judge Towner, you understand that the man was a trainee, not a staff member?

Mr. TOWNER. I understand that.

Mr. GREER. I have never known it, and if it existed I doubt if it existed without my knowing it, that there has been any question as to a man's politics, good, bad, or indifferent, one way or the other.

Mr. TOWNER. Among the personnel of the office is it talked among them that political considerations enter into the appointments, or into the action of the board, or of the divisional office?

Mr. GREER. I can say on oath that I never asked a man his political preference, and I do not know the political preference of Mr. Fuller, the man with whom I was most closely associated in the district office, and I do not believe he knows mine.

Mr. ROBSION. Mr. Greer, getting back to this petition that was circulated in the office, and which you say was signed by, perhaps, half of the persons employed in the Philadelphia office, how many persons were employed in the office at that time?

Mr. GREER. I should, roughly, say about 125.

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Mr. ROBSION. I believe you say that the members of the staff of the Philadelphia office took the petition. Whom did you mean by *the staff*?

Mr. GREER. If I said the staff I should have added the clerical personnel and staff. The staff are the men who have a civil-service rating of district vocational officer, training officer, training assistant, placement officer, placement assistant, and vocational advisor. They are commonly known as staff members of the board.

Mr. ROBSION. To whom do you refer when you speak of the clerical heads as well as the staff members?

Mr. GREER. The stenographers and clerks in the office.

Mr. ROBSION. The staff members are the important members of the personnel of the Philadelphia office, are they not?

Mr. GREER. They are; yes, sir.

Mr. ROBSION. Well, I can not understand, Mr. Greer, how it is that as many as half of the staff and clerical officers and clerical force could openly sign a petition against you, if you were all right, when you were holding the important position that you did there in that place.

Mr. GREER. There is a clique of men in that office, or was a clique in the office, known as the "Bolshevist Club."

Mr. ROBSION. Well, that is very interesting, now. Tell us about that.

Mr. GREER. It is very interesting, and that is the way that petition got started.

Mr. ROBSION. Who were the Bolshevists that were in your office? Who made up that Bolshevist club?

Mr. GREER. Four members of the staff.

Mr. ROBSION. Who were they?

Mr. GREER. Well, I would say Mr. Kelly was one.

Mr. ROBSION. Give his connection and what he did. Give their connections.

Mr. GREER. You mean his civil-service status? He is a staff member, if that is what you wish to know.

Mr. ROBSION. What did he do? What did these several fellows do? What was their work?

Mr. GREER. The civil-service announcements require that a man have a particular rating——

Mr. ROBSION. Name the Bolshevist club in the office and what each member of it did in the office; what work he was doing.

Mr. GREER. I mentioned Mr. Kelly's name. His specific work was that of heading up the section of the training section in charge of the industrial and trade schools of the State. Mr. Windham was case officer. Mr. Windham's functions were those of case officer in charge of records and letters. Mr. Walker was the third member, and Mr. Walker's duties were to send letters and announcements to the men, if they were eligible for training, in what institution they should proceed to get the training for which they had been recommended. The fourth member was Mr. Robinson.

Mr. ROBSION. How does he spell his name? I do not want to get mixed up with the Bolshevists.

Mr. GREER. Well, I got mixed up with them. R-o-b-i-n-s-o-n, I think, is the way he spells his name.

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Mr. ROBSION. He is no folk of mine.

Mr. GREER. It is evident from the petition that he was not so much folk of mine.

Mr. ROBSION. Now, were there just four members of the staff that belonged to this Bolshevist club?

Mr. GREER. I think those men I mentioned are the four principal men.

Mr. ROBSION. Are there any——

Mr. GREER. I do not know of any other men.

Mr. ROBSION. What other members of the staff were there besides these four and yourself and Mr. Fuller?

Mr. GREER. The various members of the staff of the placement section, the advisement section, and the training section.

Mr. ROBSION. Did the staff of the advisement section, the training section, and the placement section belong to the Bolshevist club?

Mr. GREER. I do not think so.

Mr. ROBSION. Did they sign the petition?

Mr. GREER. Some of them did; yes, sir.

Mr. ROBSION. So the Bolshevists and the others signed the petition against you, did they?

Mr. GREER. Some of them; yes, sir.

Mr. ROBSION. How do you explain the fact that both crowds signed the petition?

Mr. GREER. Because of the fact that these various men were unable to stand out alone against the Bolshevist club.

Mr. ROBSION. Well, did the bolshevists have that much control of the Philadelphia office?

Mr. GREER. It would certainly seem so.

Mr. ROBSION. And the bolshevist rule was bad, was it not?

Mr. GREER. I most assuredly agree with you, sir.

Mr. ROBSION. Very bad?

Mr. GREER. Absolutely.

Mr. ROBSION. And they had the control?

Mr. GREER. I will say further, Mr.——

Mr. ROBSION. I say they had the whip hand in the Philadelphia office?

Mr. GREER. It would not seem so when they did not remove me.

Mr. ROBSION. I mean so far as their influence over the force there was concerned.

Mr. GREER. Absolutely; any disorganizing group of men are bad for any organization.

Mr. ROBSION. And they had the whip hand, too, did they not?

Mr. GREER. I say it did not seem so when they did not remove me.

Mr. ROBSION. Not as to you or as to the D. V. O. officer, but they could control a majority there, could they not, of that office?

Mr. GREER. A certain majority of a certain type; yes.

Mr. ROBSION. Well, that is control. How long did the bolshevists hold sway there in the Philadelphia office?

Mr. GREER. I would say that the bolshevist activity was put to an end materially at the time of the manipulation of that petition, and the way in which Mr. Fuller handled that petition, which resulted in the withdrawal of the petition and a written statement to Mr. Fuller signed by these men.

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Mr. ROBSION. Now, who went out and got them to sign up that you were all right?

Mr. GREER. I am sure I do not know, because I sat tight and sawed wood. I rather think——

Mr. ROBSION. You saw work?

Mr. GREER. Sawed wood.

Mr. ROBSION. Do you mean to tell this committee that you did not have a hand in that?

Mr. GREER. That I did not have a hand in that?

Mr. ROBSION. Did you not investigate it?

Mr. GREER. What?

Mr. ROBSION. That petition, that counteracting petition.

Mr. GREER. Here is what I did. A committee met of the district vocational officers, and I was asked by those men to appear before them and to explain the reasons why I had done certain things, and I said that one of the things was that the Federal board had to take its staff from the scum of the earth at the beginning of the work, and that was the reason for considerable delay.

Mr. ROBSION. And they said that about you?

Mr. GREER. What did you say?

Mr. ROBSION. Did they intimate that you were the scum of the earth?

Mr. GREER. No; I intimated that to them.

Mr. ROBSION. That they were the scum of the earth?

Mr. GREER. Listen. I intimated that the Federal Board, in an endeavor to avoid delay in action, was compelled to pick its staff from the scum of the earth. What I meant was this, that at the time the Federal Board was organized it was compelled to pick up——

Mr. ROBSION. Before you go any further——

Mr. GREER. Let me finish, please. I do not want to lose my thought, Mr. Robsion. I meant that when the Federal Board started its work, it started at the time of the war, when the cream of the country in the industries was in the Army, and the board had to take what was left.

Mr. ROBSION. But you had said that they had to pick their staff from the scum of the earth, did you not?

Mr. GREER. I had said that.

Mr. ROBSION. Where did you say that?

Mr. GREER. What did you say?

Mr. ROBSION. Where did you say that, and to whom did you say it?

Mr. GREER. I said that to a welfare worker in Philadelphia.

Mr. ROBSION. Did you believe it?

Mr. GREER. What did you say?

Mr. ROBSION. Did you believe it?

Mr. GREER. I do not say things I do not believe.

Mr. ROBSION. Well, now, what did they get—that Philadelphia office—when they were picked from the scum of the earth?

Mr. GREER. What did they get?

Mr. ROBSION. Yes.

Mr. GREER. I would say that they got—from the evident success that office has had, in comparison with the other districts of the country—they got, probably, the cream of the scum.

Mr. ROBSION. You are telling this committee, though, that they did not get above the scum?

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Mr. GREER. Except those men who came into it at a personal sacrifice, which they did. I am here to tell you that there are men in this organization who admit that they are here only until they can find another job. One of those men that I mentioned is a man that is among the four I mentioned in the Bolshevist Club.

Mr. ROBSION. Who is he?

Mr. GREER. Mr. Kelly.

Mr. ROBSION. Is he a part of the scum, or a part of the cream of the scum?

Mr. GREER. Mr. Kelly, except for his disposition, is a pretty good man.

Mr. ROBSION. Where do you classify him; as of the scum itself, or the cream of the scum?

Mr. GREER. As far as an organizer is concerned, you could not say he is very good. As far as his work was concerned, you might say he is the cream of the scum.

Mr. ROBSION. I want to say to you, Mr. Greer, that you have gone far enough to convince me, as one member of the committee, that Reid did not get started to talk about that Philadelphia office.

Mr. GREER. I am talking about the conditions that were, but not are.

Mr. ROBSION. But that fellow Kelly is still there, is he not?

Mr. GREER. What did you say?

Mr. ROBSION. Kelly is still there?

Mr. GREER. Yes; Kelly is there.

Mr. ROBSION. How many of those other four bolshevists are there?

Mr. GREER. They are all there at the present time. One is resigning on the 15th of this month.

Mr. ROBSION. So they are all there?

Mr. GREER. Yes; they are there.

Mr. ROBSION. How do you and Mr. Fuller explain your conduct in keeping a bunch of four bolshevists to take care of these soldiers?

Mr. GREER. Lack of ability to secure men to fill the positions for that office.

Mr. ROBSION. Well, has this great country of ours got to the point where these disabled heroes of the country must be taken care of by bolshevists?

Mr. GREER. Listen, Mr. Robsion. Do not use the word "bolshevist"——

Mr. ROBSION. You used it yourself.

Mr. GREER (continuing). In the sense of the true Russian, radical element.

Mr. ROBSION. Well, now, you are a trained man, are you not, a college man?

Mr. GREER. I have a degree; yes, sir.

Mr. ROBSION. You know what the word "bolshevist" means?

Mr. GREER. Yes, sir.

Mr. ROBSION. You are on oath, and you called them that yourself, did you not?

Mr. GREER. I called them that because they themselves called themselves that.

Mr. ROBSION. They are bolshevists, and admit it?

Mr. GREER. They are bolshevists and admit it. That is their own terminology, sir.

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Mr. ROBSION. And stay right there in the Philadelphia office, drawing pay from the United States Government, and taking care of the disabled soldiers of this country. Is Mr. Reid a bolshevist, too?

Mr. GREER. No; Mr. Reid is not a member of the "Bolshevist Club," but I consider that any man who makes testimony as he has made it before this committee can do more harm to a district office than a bolshevist.

Mr. ROBSION. That is what I was trying to find out.

Mr. GREER. To show you where the bolshevist bunch stands Mr. Fuller, I can assure you that they are behind Mr. Fuller, and as to Mr. Reid's testimony, they assured Mr. Fuller of their confidence in him and his ability to put across the job.

Mr. ROBSION. Would assurance from the bolshevists be complimentary or otherwise?

Mr. GREER. In a case in which they were a part of practically the entire office, I would say it was complimentary in that respect.

Mr. ROBSION. You are getting them bigger all the time. You say they are nearly the entire force of the office?

Mr. GREER. What did you——

Mr. ROBSION. Did you say that nearly the entire force of the office were Bolshevists? They were Bolshevists, and they were standing behind Mr. Fuller?

Mr. GREER. You are putting your own interpretation upon that. I beg to differ with you, sir. I said that these four men who formed the "Bolshevist Club" were a part of practically the entire staff that assured Mr. Fuller of their confidence in him.

Mr. ROBSION. What I am trying to find out is whether Reid was better or worse than the Bolshevist Club.

Mr. GREER. If anybody can do any worse than Mr. Reid with regard to rehabilitation work, as I believe is proven by the facts here, than I would hate to make his acquaintance.

Mr. ROBSION. So that brings me to this just for a moment. Permit me to read something recent about this business of the country. Here is Harvey's Weekly of May 8, 1920. Talking about our rehabilitation work, it says:

> Yet there is agitation all over the country. Everywhere the American Legion posts are adopting resolutions criticizing the board, and soldiers are carrying their complaints to the newspapers of every large city. Anyone who has watched the press for the past few weeks must have noticed a widespread discontent with the board and all its works—

Including, I will add, the Bolshevists of Philadelphia. Furthermore, Harvey's Weekly then goes on to say:

> The facts relating to this problem of rehabilitation were brought to public attention as long ago as February of the present year. The Army announced more than 300,000 casualties. Not all of these were wounds of battle. Many were injuries and ailments suffered in camp on this side. The Federal Board for Vocational Education reported a total registration of 209,000. Not all of these were eligible for the benefits of the rehabilitation law from the war. Many were duplicates occasioned by a man being discharged at some point other than the camp or hospital nearest his home. As against these duplications were 18,000 yet in hospital and not included in the total, but prospects. Of 100,000 who were eligible less than 25,000, it seems, were being trained, and fewer than 220 had been turned out as having had the full benefits of training. That, of course, was nothing less than a public scandal. It was bad enough to delay training our young men for war; it was infinitely worse to delay training them for peace. It is hitting a man when he is down.

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With a condition that you describe in the Philadelphia office there among the men holding the key positions, is it a little wonder that the great periodicals and newspapers of the country are condemning this work?

Mr. GREER. Mr. Robsion, do you not differentiate between what was and what is?

Mr. ROBSION. Yes; but I have heard you say that these incorrigibles, these bolshevists, four in number, that were predominating in that office, are still here.

Mr. GREER. Yes; but did you not hear me say, too, that that club had been broken up, and its influence had been destroyed?

Mr. ROBSION. Yes; but what I could not understand is why you did not put on a big pair of cowhide boots and kick them all out of there.

Mr. GREER. Maybe I would have been a bull in a china shop again if I had attempted such a thing as that. I assure you it would not have been far from my wishes.

Mr. ROBSION. Perhaps that is the reason why a letter like this can come from your district. See if you know anything about it. It is addressed to the American Legion Post, Pittsburgh, Pa., dated April 11, 1920, and reads as follows:

DEAR SIR: I understand that you are making an investigation for disabled soldiers. It is not only a problem of getting a soldier training, but when he gets in training that is when his troubles will commence with the Federal Board of Vocational Education. I have been in training ever since August 18; I was a total wreck when I got my training because it took me five months to get it, that is, to get into training stations, and stayed there until I was just about ready for an asylum waiting to get into training; and had so many dunning bills coming to me from the Red Cross and the Federal that I was compelled to go out on replacement. And so I went out to work in a shop on training for tool making, and I tried for three weeks to work without tools.

I sent a request to Philadelphia for tools along the last of February and they sent me a request on the 18th of March to the Pittsburgh office, and I called for the tools on the 27th of March and they would not give them to me. So, on the 29th of March I had to quit the job because I could not work. But notified the office to that effect. So, April 5 I expected a check from them for my training pay, but never got it. I was broke and had no money to live on or pay rent with. So the board got me a replacement job at Swissvale as tool making with the Union Switch Signal which cost me 70 cents to get to work and back a day. So, without my check I told him it was impossible to go and keep a wife and family living without money. And the Federal board says they will take me off of the training if I did not go. I can not go because I had to beg all last week to live and suppose I will have to do the same this week unless I send my wife and son to the poorhouse to-morrow. So, now this is not all I know, but just a few things and if you want a good witness let me know and I will get there if I have to walk. I might come anyway if things don't change.

I am a disabled soldier and granted a temporary total disability and first-class machinist and cant' work at it of which I tried. I am not like some of these disabled soldiers. I have had 15 years' experience at machinist work and it would not take long to train me as tool maker or machine constructing. But it is the poor service with their employees and the bone-head tricks they play on a soldier. They just begrudge us a living. All they give is sympathy, and I am sure that will not fill a hungry stomach.

WILLIAM T. COLLINS,
828 Beech Avenue, N. S. Pittsburgh, Pa.

Now, Mr. Reid says here that you were not fitted for this work; that you were a book agent or something like that before you got

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into this work. I do not think it is dishonorable to be a book agent, but were you engaged as a book agent?

Mr. GREER. I was with Allyn & Bacon as director of their Catholic-school business in the eastern Atlantic States, organized that department for them, and also had charge of their interests in Philadelphia, Washington, and Baltimore. Prior to that I had been raised in the contracting business. I might incidentally say that I saw a few cubic yards of dirt go out of this foundation here and a few of the bricks in this building laid and a few of them puddled. I was raised in that business from a water boy up. I was educational secretary for the National Catholic War Council. I organized two schools for disabled soldiers and was in the process of organizing a third and made known to the Catholic institutions of the country the work of the Federal board, the needs of educational institutions throughout the country for the training of disabled men, and urged that they cooperate with the Federal board. Those are my qualifications for the job, sir.

Mr. ROBSION. Of course, you understand I do not think it is any reflection on a man to sell books. I have tried to sell some myself.

Mr. GREER. How did you make out?

Mr. ROBSION. Mighty hard.

Mr. GREER. Well, I made good.

Mr. ROBSION. You are better qualified than I am.

Mr. GREER. And I am going back at it.

Mr. ROBSION. Did Mr. Fuller know that these fellows were Bolshevists in this Philadelphia office?

Mr. GREER. I think he knew they called themselves by such a name; yes, sir.

Mr. ROBSION. Did they seem to be proud of it?

Mr. GREER. I never discussed with them about their claim. If I had I would have expressed rather freely what I thought of it, sir, to them.

Mr. ROBSION. Do you think they properly named themselves? Let us ask you that?

Mr. GREER. I did not get that.

Mr. ROBSION. Do you think they properly named themselves, judging from their conduct?

Mr. GREER. If I had been naming that club, I would not have named the members of that club such a name.

Mr. ROBSION. But do you think they thought they properly named themselves?

Mr. GREER. If you say that a Bolshevist is one who protests against things as they are, I should say they certainly named themselves properly.

Mr. ROBSION. Were those men pretty well fitted for their jobs, the Bolshevists?

Mr. GREER. The specific jobs which they held, I would say so; yes, sir.

Mr. ROBSION. But, Mr. Greer, how can that Philadelphia office succeed with you and Reid and these other discordant quarreling elements there?

Mr. GREER. I never had any quarreling with these men openly, sir, and I insist upon keeping before your mind the fact that that petition

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was a thing that broke out overnight. Mr. Reid has practically made that statement. It was soon ended, and did not interfere, and has not interfered since the withdrawal of the petition, with the functions of that office; and the conditions as cited here are the conditions which were, not as they are to-day.

Mr. ROBSION. What did the men say in that withdrawal petition?

Mr. GREER. What did they say? I do not recall the terminology, but it was a withdrawal and consent that they were willing to continue as before. They thought that with the explanation which I had made they would be able to carry on.

Mr. ROBSION. With the pledge that you had made? What pledge?

Mr. GREER. I did not say anything about a pledge. I said with the explanation which I had made.

Mr. ROBSION. So, after you made the explanation they were willing to stay in the office and let you stay in it?

Mr. GREER. Yes.

Mr. ROBSION. Why? Had it not been slipped to them indirectly that they had better go to cover or they would be out of there?

Mr. GREER. I think not; I am pretty positive that was not the case, sir.

Mr. ROBSION. Did these Bolshevists sign this withdrawal petition?

Mr. GREER. They did.

(The witness was thereupon excused.)

TESTIMONY OF MR. GARFIELD W. WEAVER, SUPERVISOR OF PLACEMENT, DISTRICT NO. 3, FEDERAL BOARD FOR VOCATIONAL EDUCATION, PHILADELPHIA, PA.

(The witness was sworn by the chairman.)

The CHAIRMAN. Give your full name and your address to the stenographer.

Mr. WEAVER. Garfield W. Weaver, 17 Burd Avenue, Milburn, Pa.

The CHAIRMAN. What is your present office address?

Mr. WEAVER. My present duty with the board?

The CHAIRMAN. No; your present address.

Mr. WEAVER. 17 Burd Avenue, Milburn, Pa. That is my home address. I am in the Philadelphia office, district No. 3, Federal board.

The CHAIRMAN. The Philadelphia office?

Mr. WEAVER. Yes.

The CHAIRMAN. How long have you been identified with the board, Mr. Weaver?

Mr. WEAVER. I came with the Federal board in September, 1918—the latter part of September. I have been in the Philadelphia office since December 7, 1918.

The CHAIRMAN. Where had you been with the board before you went to Philadelphia?

Mr. WEAVER. I worked for a matter of a week or 10 days in the Washington office. That was then district 4 office. From there I was transferred to the Atlanta office and remained there until my transfer to Philadelphia in December of 1918.

The CHAIRMAN. You have not been connected with any work over in Pittsburgh?

Mr. WEAVER. With any work in Pittsburgh?

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The CHAIRMAN. Yes.

Mr. WEAVER. You mean separate and apart from the Federal Board?

The CHAIRMAN. Your address was given me here as Pittsburgh.

Mr. WEAVER. No; I have never been located in Pittsburgh.

The CHAIRMAN. That is an error?

Mr. WEAVER. That is an error.

The CHAIRMAN. You heard Mr. Greer a moment ago speaking about the practices of the board in reference to transfers?

Mr. WEAVER. Yes.

The CHAIRMAN. May I ask whether you fall in the category of those who have been transferred to find places where they will fit?

Mr. WEAVER. Well, I will endeavor to give you what my knowledge of the transfers has been. Before coming with the Federal Board I had had more than two years' experience in the rehabilitation of the disabled in Canada, under the Military Hospitals Commission and the Soldiers' Civil Reestablishment Committee.

I came into the Washington office to take up some of the details of the procedure that was outlined by the Federal Board, and it was my understanding that I had a period of training in the Baltimore office which enabled me to become familiar with the procedure, and my transfer to Atlanta was for the purpose of contributing that which I had already gained by my experience elsewhere, and that my transfer to Atlanta might be temporary, or might be permanent. I had certain personal reasons for wanting to work in the Philadelphia district. I believed that I was more familiar with the educational institutions and the industries of that particular city than I was in the Atlanta district. I was better acquainted with the people and their characteristics, and I thought I could work more efficiently in that district. I had no definite assurance that that would be my final location, but I remained in Atlanta for quite some time, and it was on or after two or three requests to the central office that I be transferred to Philadelphia, that I accomplished that end.

The CHAIRMAN. The initiation of these transfers was from you or other sources?

Mr. WEAVER. No; the first was from central office. You will, of course, understand that in those days there were few offices, and my mission to Philadelphia and my mission to Atlanta was to assist in establishing the work of a district in laying the first plans. There was no organization, comparatively speaking, in the Atlanta office at that time, and there were only three persons in the Philadelphia office when I came.

The CHAIRMAN. What I am trying to get at is whether these transfers were—you had a good many of them?

Mr. WEAVER. I have had three—two transfers——

The CHAIRMAN (continuing). Were made upon the initiation of the board for the purpose which Mr. Greer mentioned a while ago?

Mr. WEAVER. Well, I will give you my experience. I have not any other knowledge of it.

The CHAIRMAN. Or whether it was for the purpose of the better service that you might render. Through whom did you become identified with the work of the board? You say you were up in Canada.

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Mr. WEAVER. Yes; I had been in Canada for five years in educational work, and I returned home and made some inquiries concerning what the Federal board was going to do, and how they were going to carry the program in the United States. I spoke to some friends who were familiar with the educational work here in more detail than I was during my absence, and they told me something of the work. One man, who has been much of an advisor throughout my entire life, said, "I think it is your responsibility to contribute what you should be in a position to do in this work," and I then submitted the usual form, 68–N, to the Federal board, Rehabilitation Division.

The CHAIRMAN. Did you meet the commission that went into Canada to study this problem?

Mr. WEAVER. No; I was located in London, and they did not touch London. They came to Toronto, but not to London.

The CHAIRMAN. You were there five years, you say?

Mr. WEAVER. Yes.

The CHAIRMAN. What is your particular position now?

Mr. WEAVER. My present duty is that of supervisor of placement, District 3.

The CHAIRMAN. Located at Philadelphia?

Mr. WEAVER. Philadelphia.

The CHAIRMAN. What can you say about the general team work in that Philadelphia office?

Mr. WEAVER. Well, I have not come prepared with any statement to present. I have seen the Philadelphia office grow, from, as I said before, an organization of three or four staff members, to its present personnel.

The CHAIRMAN. In the early stages of the work, was it as it ought to be?

Mr. WEAVER. Well, I have never yet been associated with an organization that I would say is what it ought to be. I will make a difference there.

The CHAIRMAN. I think, of course, that is a rather strong statement. Nothing is as perfect as it ought to be.

Mr. WEAVER. No: and I do not want to represent it as such. I would say that it was a well coordinated, efficient organization that was working as a unit.

The CHAIRMAN. It has ben stated here that the Philadelphia office lacked team work, and from what Mr. Greer has said, I can easily see how there would be some trouble in team work there, with the conditions such as both Reid and Greer testify. What is your observation on that?

Mr. WEAVER. Well, I would say, first, that the records of the Philadelphia office which indicate the work done, the men in training, etc.; in fact, is established evidence, and concrete evidence of there having been considerable team work throughout the entire history of the office.

The CHAIRMAN. Well, you say there has been considerable team work. Of course, we would expect that, but was the team work such——

Mr. WEAVER. Again I am making that difference. You can not get 100 per cent team work in any organization.

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The CHAIRMAN. Let me put it this way. A man makes the statement here that there is no team work, and you say there is team work.

Mr. WEAVER. I think when a man says there is no team work he is partly reflecting his own attitude. He has never permitted himself to become sufficiently involved in the work of the district office.

The CHAIRMAN. Well, in that degree, where you have got one person that does not affiliate with the work well, there is, of course, a lack of team work there, but what I want to know is, does that reflect a general practice?

Mr. WEAVER. By no means.

The CHAIRMAN. What can you say about the attitude of the office toward the man, whether there was the attitude of sympathy, the right sort of sympathy, I mean, or whether there was an attitude of impatience with the persistence of men who may have wanted something that they did not get?

Mr. WEAVER. Well, I will say first, to that, that we must recognize the types of men that we must meet and associate with, and, unfortunately, what is best in individual cases is not always that which is most desired and readily accepted by the men.

The CHAIRMAN. Our own committee must take this position. If there is a case where he could not be satisfied, where the condition would make it impossible to render satisfaction, all of that would be considered. We are not especially interested in knowing how many individual cases were satisfied, but if there is one, two, three, or half a dozen that are not satisfied, having been treated properly, where there was no justification for it—and it would be difficult for me to see what would be a justification for mistreating a man who is disabled and seeking what he has a right to be recognized as the beneficiary of—that is what we want to know, if there is even an isolated case, and if there is something wrong. What we want to know is whether you find cases in the Philadelphia office that would justify, for example, a letter such as signed by Mr. Collins which was read by Mr. Robsion a while ago?

Mr. WEAVER. You have changed your question there. Your original question, as I understood it, was what is the attitude of the staff toward the disabled man.

The CHAIRMAN. Yes.

Mr. WEAVER. I have not had—and again I will refer to my long stay in Philadelphia—brought to my personal attention directly a complaint of any kind from a disabled man concerning his treatment or reception in the Philadelphia office.

The CHAIRMAN. So your testimony would be to the effect, then, that the treatment accorded was such as the law expects you men to render?

Mr. WEAVER. I would say yes.

The CHAIRMAN. What about the delays in the office to get a final adjustment of the men?

Mr. WEAVER. When we speak of delays, I do not see how I can make any general classification on which I could speak about them. Delays are and must be individual.

The CHAIRMAN. Let me ask you, assuming that they must be individual, are they inevitable? Can you not avoid delay?

Mr. WEAVER. May I use a type case, to illustrate my point?

The CHAIRMAN. Yes.

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Mr. WEAVER. A man has been discharged from the service and claims no disability. He has not had a medical examination and there are no medical records. He later comes into the office and makes application for training, and indicates a disability, which is substantiated by the examination of our examining physicians and classified by the district medical officer as a major handicap. Now, in order to establish training or to establish eligibility for training in that specific case, we direct our progress, when we find no records available in the Surgeon General's office, no medical records that establish the fact that that man had a disability that was incurred, increased, or aggravated while in the service—you can see where a delay may result there, an apparent delay. Now, all that is being done in the district office, perhaps—well, not perhaps, but is being done in the district office to carry forward that case and progress it. Sooner or later we have got to turn it back to the man. We have got to get affidavits and other things to establish it.

The CHAIRMAN. Ordinarily, how long would that take?

Mr. WEAVER. Well, first of all, you have got to be governed by whether it is possible to get a report from the medical records of the Army in a day, week, or month, and then just how promptly a man will reply to your correspondence, whether or not he is willing to make affidavit concerning the evidence which will relate it to the service, and so on. I could not make a general statement there that would mean——

The CHAIRMAN. The element of delay, then, might be caused, first, by the Surgeon General's office or by the Public Health Service, and it might secondly be in the tardiness of the individual in answering the correspondence.

Mr. WEAVER. It can be.

The CHAIRMAN. Without a doubt, there is possibility of delay?

Mr. WEAVER. Then, prior to the amendment of July 10, 1919, you, of course, are familiar with the need that the man be awarded compensation prior to his entrance into training.

The CHAIRMAN. Is there as much delay at the present time as there was in the early stages?

Mr. WEAVER. No comparison in the apparent delay.

The CHAIRMAN. Is the office interrupted by too much of what we call governmental red tape?

Mr. WEAVER. My answer to your question there would be really my opinion of one organization, I not being particularly familiar with the procedure involved in the various departments, and I am afraid my particular opinion would be worthless. I can conceive of a plan whereby certain work might be eliminated, but I can not see how it would relate to the Treasury Department and the requirements there and elsewhere. That is to say, if it were a separate bureau in the way that it is my understanding that Federal departments can not operate, we might materially increase——

The CHAIRMAN. Well, Government regulation necessitates a great deal of routine, and we have applied the unfortunate term "red tape" to it. Much of it must be had, but sometimes it can be simplified. We have testimony here, and really there is evidence that there have been changes made to get quicker action by giving more authority to the local district than before was permitted. Have you

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any recommendation to make in the way of getting greater centralization of the three activities, the War Risk, the Public Health Service, and the Rehabilitation?

You have read the hearings, I presume?

Mr. WEAVER. I am sorry to say I have not.

The CHAIRMAN. Some men have been here who have made that recommendation. Is there any thought that that can be cured?

Mr. WEAVER. I can see where that might result in the elimination of one of the disturbing features in this work. These men have frequently said, "this is the sixth medical examination I have had, and this is the third affidavit." Now, with a centralization of that kind it might be possible to have this access to the several departments and get a record which would eliminate that duplication undoubtedly.

The CHAIRMAN. You will note that two of these are under the Treasury Department, and the other is a separate governmental or congressional commission. Do you say that if they would make them, all of them subject to one department, that there might be an advantage? We have testimony pro and con. Some have advocated it strongly. Others have resisted it strongly.

Mr. WEAVER. I do not pretend to have given the matter any great thought, nor would I attempt to make a recommendation without having done so.

The CHAIRMAN. You heard just a moment ago Mr. Robsion's reading of a statement which says that there is, of course, a public scandal. That referred to the few, as the writer of that editorial had in mind, that are already in training, in comparison with the great number to be trained. What is your observation on that?

Mr. WEAVER. Well, it seems to me that an article such as that, first, takes it for granted that every man wants to get into training, does it not? It refers to the number of men who are eligible.

The CHAIRMAN. I am really wanting to get it from men who have been working in this work.

Mr. WEAVER. Let us take, by way of illustration, the Philadelphia office records. I am speaking from memory, and I do not pretend to be exact in my figures, but within 500 in the large figures, and less than 100 in the smaller. Over 9,000, or 9,000 cases have been approved for training.

The CHAIRMAN. Do you regard that as a great success?

Mr. WEAVER. I do not regard that as indicating any success particularly. It represents considerable work, but does not necessarily indicate any success or measure of success. I think our measure of the success of rehabilitation lies in the final accomplishment in the reestablishment or civil reestablishment of the disabled.

The CHAIRMAN. What the committee would like to know is—you are on the ground and ought to be qualified to state whether that would be a reasonable expectation in work, 9,000 cases approved by one district officer.

Mr. WEAVER. Yes, sir.

The CHAIRMAN. Should we take that as indicating success or tardiness in work?

Mr. WEAVER. I should say that represents a very creditable piece of work for the district office.

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The CHAIRMAN. You were identified with Canada?

Mr. WEAVER. Yes.

The CHAIRMAN. How would it compare with the work up there? You were there for two years?

Mr. WEAVER. Yes. Well, now, before we make any comparisons, we have to go back and analyze the specific problems confronting the two countries. The Canadian problem is a very different one from our problem. You have got an agricultural country, largely, to begin with, as compared to the United States, with an agricultural and industrial commerce. In the country north of us we had, particularly in the section in which I was active, little or no illiteracy. Men enjoyed a period of convalescence of from three months to a year, and sometimes more, during which time they had training, which was given, first, for its therapeutic value, but usually within a week or a month became directly vocational, and he perhaps had a year's training prior to the actual commencement of his vocational course that was authorized and approved. We have a very different condition here.

The CHAIRMAN. Would it take longer to train an agriculturalist than it would an industrialist?

Mr. WEAVER. Would it take longer?

The CHAIRMAN. Yes.

Mr. WEAVER. It depends on your man, first, and his previous experience, training, etc. I can not make a general——

The CHAIRMAN. I should think that the question of approval would not make much difference, whether he is going to go into agriculture or whether he is going into industry, would it?

Mr. WEAVER. I do not quite get your point.

The CHAIRMAN. I am trying to get at whether 9,000 men approved is regarded as successful progress, and you said that you could not very well compare what we do with Canada, because they are agricultural, and we are more than agricultural.

Mr. WEAVER. That is not my understanding of your question. You asked me how that compares, yes, with Canada.

The CHAIRMAN. I am trying to get at whether we are making proper expedition.

Mr. WEAVER. Well, carrying that forward, the Canadian was convalescent, and during his period of convalescence he automatically went into training. The rehabilitation act, as you know, authorized the establishment of this division more than a year after our entry into the war, and the men had been discharged, the men had gone to all parts of the country, and had no, or usually a comparatively short period of convalescence. Then there is a greater effort required to gather a thousand cases under the rehabilitation division of the Federal board, than there has been under the Military Hospitals Commission. You had your men there, and were better equipped for carrying them through and just turning them over. The other has been to go out into the entire continental United States and gather your men together, so that your two figures do not exactly represent or tell the same story.

The CHAIRMAN. In other words, we can not use Canada as an example to prove that we have been fairly successful?

Mr. WEAVER. Not on the basis of the figures alone.

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The CHAIRMAN. Yours is the Placement Bureau?

Mr. WEAVER. Yes.

The CHAIRMAN. There has been some testimony here on the question of discrimination in favor of some soldier because he might belong to some union, or against him because he does not belong. There has been some statement that the board, in its choice of men, has recognized labor organizations.

Mr. WEAVER. You mean the central office when you say the board?

The CHAIRMAN. I mean the central office when I say the board. What can you say, as the Placement Officer in Philadelphia, about that?

Mr. WEAVER. First, I must say this, Dr. Fess, that my responsibilities, as supervisor of placement, commenced, if I have the date correctly, early in March. Prior to that all of my service has been as supervisor of advisement and training. I have not in my experience in Philadelphia or elsewhere seen or heard any evidence, directly or otherwise, that would indicate such to be the condition or the fact.

The CHAIRMAN. We will pass over that. What do you say about the personnel of the office, in regard to the esprit de corps, or the general atmosphere suggested by what Mr. Greer has been testifying? Do you know these men who have dubbed themselves the Bolshevist club?

Mr. WEAVER. Yes; all of those men have worked under my supervision in the training section at some time or another.

The CHAIRMAN. Are they subject to you?

Mr. WEAVER. They are not at present, and have not been for the last two months.

The CHAIRMAN. What significance is the committee here to take from the term "Bolshevist Club"?

Mr. WEAVER. Well, the term, in itself, I do not think reflected, or is at all significant in this case, as it relates to these men.

The CHAIRMAN. Our common interpretation of the word "bolshevist," of course, is unfavorable.

Mr. WEAVER. Yes.

The CHAIRMAN. The real meaning of it, as it is used, refers to the majority, as the other terms refers to the minority, but we take it, when a man calls himself a Bolshevist now, at this present state of public mind, it is an offensive term to most Americans. I did not quite catch the meaning that a member of a staff would have in applying it to himself.

Mr. WEAVER. I, personally, have not at any time heard it applied, or known it to be applied in a serious manner. I might say, these four are men who frequently lunch together, and some, perhaps, lived together. The organization has grown to proportions where it will necessarily break up into small groups, which at that time was not practical. In the early days we were all together frequently at lunch time, and it was possible to discuss the work in the office. These men are, perhaps, not quite as serious minded at that particular time as others, and they have, perhaps, indulged in some playful conversation and otherwise. That is the way I would understand the intent of that term.

The CHAIRMAN. That is what I want to get at. Is that term which they apply to themselves a playful term.

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Mr. WEAVER. That is the only way I could accept it.

The CHAIRMAN. Or is their attitude one of protest against a certain established practice?

Mr. WEAVER. Well, I can say, from my direction of the work of each of the four men, that I have not had in the training section in similar work men who have been quite so willing to give of their service, and, frequently, when it necessitates, real sacrifice on their part when a piece of work was to be done.

The CHAIRMAN. If you had the absolute control of them, would you hesitate to retain them or not in this work?

Mr. WEAVER. I would not.

The CHAIRMAN. Are we to understand by that that you would retain them?

Mr. WEAVER. I would retain each of those four men. I would not necessarily retain each of those four men in their respective capacities, if there were possibilities to secure men whose qualifications necessarily would place them on a higher plane, who can only be secured at a materially increased cost.

The CHAIRMAN. I take it, that all the men you have could be better men?

Mr. WEAVER. Yes; we could all be that probably.

The CHAIRMAN. Of course, nothing is as it ought to be, and nobody is as capable as he ought to be; but I take that a little more liberally than that, that these men really are not what they ought to be, and that if you had your choice you would likely choose some one to take their place?

Mr. WEAVER. No; what I mean to convey there is this: We will use the specific example of these four men. One of them heads up in the training section, a subdivision which is responsible for recommendations and follow-up on all courses which lead toward the trades in industry. In other words, they are specialists. Now, the man in charge does not have as broad a trade industrial experience as a man I might secure for twice the figure, or a higher figure, but he does have sufficient to do creditable or reasonably satisfactory or very satisfactory work. That is the point I am trying to make.

The CHAIRMAN. Mr. Weaver, I want you to observe, as I want all the men who are appearing here to observe, that this committee is charged with a really very serious performance here. It is authorized by Congress—I sat on a committee yesterday, on a different committee, but that committee was investigating a case simply by the authority of the committee, without the authority of Congress, and it could not swear any witnesses because they had not the authority. That was the Rules Committee. This committee has been authorized by Congress to subpœna people here and put them under oath, and we are doing much that is to come under the authority of Congress, and we are charged with a very serious piece of work. We want to get all the facts. We do not want anything saved. I can realize how you would hesitate to be perfectly frank in case your testimony would be somewhat adverse. I feel that. I think there is some sort of embarrassment. The committee does not want to take the attitude of a prosecutor. It has avoided that. But we do want to get at all the facts. This committee has assumed that this work is not perfect, and that probably it was so big that it was not

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comprehended. I know I did not comprehend it as a Member of Congress. We want to get all the facts, whether they are adverse or favorable, so as to carry into effect a law that we think has made possible one of the most important pieces of work the country has ever undertaken, and that is why I am trying to get at the esprit de corps of the office over there, and whether there is something there now that ought to be corrected, and we are going to hold responsible the people for correcting what still exists and ought not to obtain.

That is why I want to know whether this group of men who have dubbed themselves, whether in a flippant manner or what not, as Bolshevists—I want to know what is the general attitude of their work and what effect it is having? Is there something there that this committee ought to know, to have it immediately corrected? I would take it from what Mr. Reid said that something is wrong, and I take it from what Mr. Greer says that there is something wrong. The two are on opposite sides, but I can not for the life of me see that there is anything else than the conclusion that something is wrong, unless we believe both of them are falsifying, and we are not believing that.

Mr. WEAVER. I would not put it in the final classification that they necessarily falsify.

The CHAIRMAN. I think perhaps that is too strong. I think I had better not use the term "falsifying," but they are hopelessly misinformed if there is not something wrong.

Is there anything that you would recommend to this committee that should be done for the Philadelphia office?

Mr. WEAVER. I have frequently said and wished that there might be found possible a way of acting quickly on recommendations in individual cases; that is, concerning their discharge from the service by this board.

The CHAIRMAN. Have you any other recommendations?

Mr. WEAVER. I have no specific recommendations to offer.

The CHAIRMAN. Mr. Burroughs, you may take the witness.

Mr. BURROUGHS. Mr. Weaver, I want to call your attention to certain testimony that was given by Mr. Reid when he was here, in which your name was involved. I was questioning Mr. Reid, and he was describing the method by which cases were investigated and carried through to a final decision in the office. He used this expression—I am quoting from page 916 of the printed hearings:

> Most cases are railroaded through and simply signed without a glance. That is a very rash statement to make, I know, but I think it is a fact.

I asked him: "That is the usual method of procedure?"

His answer was: "That is the usual method of procedure. I have had Mr. Weaver tell me repeatedly 'I have no time to read this.'"

I asked him: "What is Mr. Weaver?" And he said: "Mr. Weaver was formerly supervisor of training; he is now supervisor of placement. He has told me that repeatedly, 'I have no time to read this.' Therefore they are not read." What have you to say to that, Mr. Weaver?

Mr. WEAVER. I will first say that I shall have to tell you the plan of organization in the training section in order that you may fully grasp the true meaning of what Mr. Reid has stated about it.

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The training section was divided into four subdivisions, a group of men, whose particular qualifications would best enable them to plan courses, follow all the work related to training in the leading commercial pursuits; another for trade and industdy; another for agriculture; and another for the professions, professional group. Cases coming into the office by virtue of the recommendation made by the vocational adviser went into one of those several groups.

Now, then, if the work in the Philadelphia office was to function efficiently, it was necessary for each man, and the men in each of those groups, to assume certain responsibilities. I did not pretend, or did not have time, to read every recommendation of the 9,000 that have been written in the Philadelphia office; I never pretended to; but I did read, when opportunity afforded, perhaps several for several days, and perhaps there would be a break of a week, and then I would read again—read enough of those recommendations, which in all cases carried the initials of the man who originated it, and in that way we kept in touch with the general work of the section, and I used my findings and observations at that time as subjects for discussion in our regular staff conferences that would tend to prove the work of the section. Now, it was Mr. Reid's responsibility to write the recommendation that was feasible and that was practical from every standpoint in that man's case, and if that case was one which was directly on its way to another section—a man would call to see the doctor or some one else, and in order to avoid its coming back to my section for signature he brought it across my desk, I did not pretend to read it unless, as I say, it was at a time and an opportunity when I wanted to take or could take time to carefully analyze that particular recommendation and read it.

Now, I have no recollection of ever addressing that remark personally to Mr. Reid. I have spoken it on several occasions in past conferences, urging the men to use special care in the preparation of those recommendations, placing the men in those respective subdivisions because of their particular qualifications for that work, and then depending on their work. And I feel that the work could not be carried on otherwise.

Mr. BURROUGHS. I understand from what Mr. Reid said that the original advisement has to be approved—has to be checked and approved—by at least three officers.

Mr. WEAVER. That is not so.

Mr. BURROUGHS. He said: "You have three signatures; one of the supervisor of training, the other the supervisor of placement, the other the district vocational officer."

Mr. WEAVER. There is a difference there. You say that Mr. Reid says that the original advisement must have three signatures, and I say that is not so. A recommendation which outlines a training program must carry three signatures before it can be approved. That is the process of approval of a training plan. There is a difference there.

Mr. BURROUGHS. Well, the training plan, then, must carry the signatures of these three officials?

Mr. WEAVER. Yes, sir; that is the preliminary.

Mr. BURROUGHS. Would you put your initials of approval onto that training plan if you did not know about it? I mean, would you

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do it as a mere perfunctory matter, or would you consider it your duty to know something about it before you did that?

Mr. WEAVER. I would not hesitate to sign a recommendation placed before me by any of the men who are authorized to write them, knowing what I do of their particular capabilities and their judgment; and I know, and can pick them up and read the recommendation, knowing whose it is, without necessarily referring to initials. In other words, when that is done I know the quality of the work the man is doing.

Mr. BURROUGHS. Mr. Reid further said:

The district vocational officer, Mr. Fuller, now has a man whom he calls a reviewer, who reads these cases presumably before they come to him, and on his O. K. Mr. Fuller signs them. Mr. Fuller does not read the cases; the man whom he has selected as reviewer was a man whom the whole office feels absolutely fell down as a vocational adviser, who was more or less of a joke around the office. He was selected as the man to review these cases before Mr. Fuller should put his signature on it and thereby make the case complete.

I asked him what was that man's name. He said: "That man's name is Malmburg."

What is there to that?

Mr. WEAVER. Well, I would say that the work of the reviewer, if you can term it such—I don't know his official title in that capacity—you refer to it as "reviewer"—I would say that his principal responsibility lay in a review of all the documentary evidence within the case, with the view of relating it to eligibility; whether or not the information contained therein satisfied eligibility, or whether it established eligibility for training.

Mr. BURROUGHS. I took it from what Mr. Reid said here that Mr. Fuller put his O. K. on these papers largely because of the fact that this reviewer had passed upon them and approved them; that the reviewer's position was to relieve Mr. Fuller of the personal responsibility of looking over the papers.

Mr. WEAVER. I would say relieve Mr. Fuller of considerable detail work. When there was a question involved that wanted a decision, that case was flagged; Mr. Fuller studied that case; and other cases, which we will call straightforward cases, usual cases, would come to and go through automatically.

Mr. BURROUGHS. Do you know this man, Mr. Malmberg?

Mr. WEAVER. Yes, sir.

Mr. BURROUGHS. Mr. Reid says this of him:

That man is not capable of passing on cases, neither because of his background nor because of his present mental condition.

Mr. WEAVER. Well, I would say that is probably Mr. Reid's opinion, but, again, Mr. Reid appears to hold the same opinion regarding most persons engaged in this work.

Mr. BURROUGHS. Mr. Reid also took up the question of faulty method in the office as being one of the two causes which he emphasized for the delays in the cases. He said:

A man gets a case that is a little difficult; it may require more or less careful consideration and the writing of letters; it may involve a question of knowledge or of judgment upon which he does not feel capable of passing immediately. That case is shelved. The favorite thing to do with a case like that is to send it to the files without a tickler.

By which I understood him to mean that all evidence that has ever been in the man's hands was removed.

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Mr. WEAVER. It couldn't remove all evidence.

Mr. BURROUGHS. In fact, he admitted that was what he did mean—"destroying the memorandum sent to you, or it may mean nothing, because there may be no evidence that you had it in your hands."

Mr. WEAVER. Well, I do not know of anyone—I have never seen any evidence of classification of difficult cases. That is to say, either all cases are difficult or they are otherwise. I don't see that there is any division.

Mr. BURROUGHS. He speaks of cases here that get lost for weeks and months at a time—get into the bottom of a pile, he says, and they are lost for weeks at a time when they can't find them—purposely placed there.

Mr. WEAVER. Purposely placed there?

Mr. BURROUGHS. That is what I understood from the way he said it.

Mr. WEAVER. I have seen no evidence of such action, and I know that the personnel of either the training section or the placement section is more enthusiastic about taking a case which might occasion a real effort, and take it up and get it through and get the man into training; that is to say, a case which perhaps requires additional correspondence, etc.

Mr. BURROUGHS. I may be able to find just that place in the testimony that he referred to that. I thought I had it marked here. Here it is, on page 914 of his testimony. I was asking him how long it took on an average to get a settlement, to get a decision in a case, and he says:

> It would be impossible to answer that. I can get a case through in a day if I devote quite a little effort to it and made a special of it. If it went through the routine you never could tell; the chances are it would get lost some place. Our system is not even such that the last case takes its place and that the case that has been the oldest goes through the mill first. A case may get at the bottom of a pile and nothing more will be heard of it—it may get to the bottom of a pile in a certain office and stay there, and things come on top and come off. The lack of system is down to that point.

Mr. WEAVER. Well, I pretend to be familiar with the work in the district office, I believe as familiar as most men who have worked there.

Mr. BURROUGHS. That is why I am asking you to correct that.

Mr. WEAVER. I have constantly—and I am not alone in this as a supervisor—made it possible to clear a desk in less than a week or a month's time. That is to say, cases are not piled up and held on any man's desk for a week or a month. I am not prepared to say that a piece of correspondence may not be answered the same day that a piece from the previous day has come in, or perhaps the second day in some instances. But as far as carrying the thought he has expressed, I have seen no evidence and do not see how it could be possible.

Mr. BURROUGHS. Mr. Reid further said:

> I would like to tell you that I should say within the last few months I have put as many as half a dozen men probably into training, and actually do not find their cases; that I have heard that the biggest part of our men who come in have to wait anywhere from two to six hours to find their cases, and any number of men are sent out repeatedly because we can not find them after a wait of five or six hours. These are little things; these are not technical problems; just simple things.

Mr. WEAVER. Well, I would say to that, that that is by no means the general thing. I have occasion to call perhaps a dozen times each

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forenoon, and more in the afternoon, for special cases. Men come into the desk and I put in a call for that case; I get them frequently in two or three minutes, which is the time necessary to carry it back from the files, draw it from the file, and bring it. Now, then, if the case is not in the file it may be in one of half a dozen sections of the office. Now, when the case is in that section, there is a key sheet which tells you it is in that section and is charged to a particular individual in that section. Occasionally individuals fall down in regarding that particular procedure, and in such instances a case is lost. I have had occasion to speak to Mr. Reid specifically on the violation of that procedure. I have had occasion to speak to him within the past week on that procedure. He has come into the placement section and left the case, or he has come into the placement section and taken a case without putting it across that charge sheet. Those cases sometimes—fortunately not very many, but sometimes—are lost for the time being, because the record has not followed the case when it leaves one subdivision and goes to another. Now, we are not entirely free from that. As I say, that entire system, I believe, is as simple and effective as we have been able to devise. It is a system that has had a good deal of thought and consideration on the part of the entire personnel of the office, and it is only effective in so far as each individual discharges his full responsibility.

Mr. BURROUGHS. I asked Mr. Reid if there wasn't any rule or regulation in the office that would, if complied with, obviate any such condition as he described in that regard, and he told me there were rules galore; there were all kinds of rules and all kinds of regulations, but there didn't seem to be anybody there to see that the rules and regulations were complied with.

Mr. WEAVER. Well, of course Mr. Reid has been quite some time working directly under my supervision in the training section, and I have had all too many experiences which have indicated very conclusively to my mind that his power of assimilation was not too good and that his capabilities to function with others were not very highly developed; and all of those things are reflected in the statements concerning just such conditions.

Mr. BURROUGHS. He speaks, too, about the general spirit that pervades the office there with reference to this work and says, in substance, that it is a case of quantity production rather than quality; the idea being, as I gather from what he says, "How many men can we get in? It doesn't make much difference where we put them or how we do it, but just to get them in. We can attend to that later on."

Mr. WEAVER. You couldn't go on that basis at all. The very procedure would make it impossible.

Mr. BURROUGHS. He gives the impression that the whole thing is done in a very perfunctory way—in fact, he uses that phrase, that word—and says that it is done without any heart at all, or, in fact, as he says, without any brains either.

Mr. WEAVER. Again I would say he is reflecting his own attitude in the entire work. That has been his whole difficulty.

I would like to tell you something—it will only take a minute. Mr. Reid was in the advisement section in the Philadelphia office. For some time—I don't remember the number of months—he came to me one afternoon and said, "Mr. Weaver, I would like to come into

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the training section. My particular experience and training has been all along that line, and I believe it is the place that I can make my greatest contribution." I said, "Well, that is interesting. If you can show me that all you say is true, I will be glad to consider it. I need some personnel, but I will be very frank to tell you that my observation of your work in the advisement section"—that is, the advisement division—"does not substantiate all that you have said; and, secondly, from my several talks with you from time to time, I do not think you have the point of view nor do you show the attitude toward the disabled man that leads me to believe that you could work efficiently in this section." Well, he carried that further, and had a conference with the district vocational officer. He was quite open minded concerning the proposition, and he said to Mr. Reid that he would not consider transferring him into the training section without my approval of his action.

Well, that led to a number of conferences between Mr. Reid and myself, usually after hours and frequently for several hours. We talked very frankly and pretty thoroughly about the whole proposition. His statements were—he acknowledged some of the things I accused him of; he acknowledged his shortcomings, his willingness to improve along certain definite lines, and begged again the opportunity to come in. Finally I said to the district vocational officer that I believed, even in view of all that had taken place, that Mr. Reid might function in the training section on certain work. For a matter of three months he carried along very nicely—and I would have you understand that Mr. Reid and I have never on any occasion had any short-spoken words or conflict of any kind; I think I can say that of the entire personnel, but Mr. Reid particularly. He, after three months, began to show a decided falling off in his effort to hold the things that he assured me he would do and could do. Some of them, unfortunately—and many of them—he could not. I began to meet from the district medical officer and the man in charge of advisement and from other sources, "Can't you do something to keep this man Reid from quibbling and writing memos and get him to take action and advance a case?" And I have frequently taken from my desk each afternoon and each morning as many as six and eight cases on which Mr. Reid himself had written one or two or three memos, which would take that case to three separate points in the office, rather than take it in hand and do the thing that was necessary, which could be done without affecting the work of any other organization, but would advance that case.

Now, I like to see a man set a high standard, and when a man fails in differentiating between what is major and what is minor there is a real difficulty, and that was the difficulty with Mr. Reid. I would take those cases to him; I would speak to him personally; I would speak to the men collectively, but there was developing a tendency on his part to resent some of that. He was beginning to feel acclimated, I suppose, and other things, and he began to fall into some of his ways. So in June or July of 1919 I made a recommendation to Mr. Cullen, who was then district vocational officer—and, if I remember rightly, I had spoken to the man who preceded him—that Mr. Reid be either transferred to some position where he could function in a one-man job, or that he be dismissed from the service. I believe he then had

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occasion to go to Washington; the matter was talked over there, and it was talked over with the district vocational officer, and he and the district vocational officer and I talked it over collectively. He said that he was under the care of a physician, and that the physician was in doubt as to whether or no he required an operation, etc. I said, "Possibly the man reflects in his attitude his physical condition." It was the understanding that he would have his whole leave of 30 days and at the end of that time come back with a new attitude.

He came back with an improvement, not so very great, but some, and carried on his work for a matter of a month or two, when I assigned him to another piece of work which was developing and which would again give him an opportunity to indicate conclusively to the district vocational officer, as well as myself, that he could do some of the things he thought he could do and should do. In that he again hopelessly failed. He came to me on one occasion when I had given him three men to help him, two of which were withdrawn, and said, "I must have more help to carry this work." I said, "Mr. Reid, I can not and will not give you more help. I do not belive you need it. Now, you do the best you can and if you can't finish it at 5.15 I will be very glad to stay till 10 o'clock or 12 o'clock each night and finish up for you each day." And I will say there that of the entire training section there is not a single man other than Mr. Reid who has ever failed to work considerable overtime. I have never seen him within the walls of the office in any of the several locations in Philadelphia for 5 minutes after 5.15 on any occasion when 5 o'clock was the closing hour. I challenged him on that. Well, I never worked any nights on the things that Mr. Reid had to do and he did them; that is, he carried them without working overtime.

Now, there were things like that come along, so finally, I believe in January, I made a second recommendation. He could not function with the personnel in the training section, the advisement section, the medical section, the case office in general, and I made a very definite recommendation to Mr. Fuller, which I think covered about three pages, and that was used as a basis for the recommendation that Mr. Grear has referred to as being submitted by the district vocational officer. I believe he gave that date as February. I think my memorandum was probably in January or about the middle of January or a little while later. I know that the district vocational officer would not take it and just send it through because of my recommendation. He would probably have gone further with it and made some views of his own, because I know it has been and always is his attitude to be more than fair to all parties concerned.

Mr. BURROUGHS. Of course, with the mere personal element, as Judge Towner suggested, the committee is not specially concerned here.

Mr. WEAVER. Oh, no.

Mr. BURROUGHS. But do you wish the committee to understand that you feel there is no basis of fact at the bottom of these several complaints which Mr. Reid made here under oath and to which I have alluded?

Mr. WEAVER. I would say that they do not represent the conditions as they have been or as they are. They are very much exaggerated and reflect very largely that which I know to be the char-

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acteristics of the man; the way he sees things, the way he grasps things. He can not follow step by step that which was necessary in the growth and development of that organization; he is still working away down here in a two or three man job. He has failed to grasp it and its relationships, its functions.

Mr. BURROUGHS. It seems strange to me that he should have been allowed to stay there, if he was that type of man, that he should have been allowed to stay there as long as he did before you discovered it.

Mr. WEAVER. Will you say before we discovered it, or before we—I can only say before I personally had decided that the man had had every opportunity, and then I made a recommendation that he be let go.

Mr. BURROUGHS. How long had he been there then?

Mr. WEAVER. In the training section?

Mr. BURROUGHS. No; connected with the office. If he were the type of man that you speak of, I should not regard him as a suitable man to be employed in your staff at all.

Mr. WEAVER. Well, as I explained to you, our conferences—now I am willing to accept the man at his word and give him a trial. I can believe and do believe that there are opportunities for personal matters to enter into certain arrangements, and I was quite willing to finally accept Mr. Reid's statements of his good intentions and his capabilities, and give him a trial. So far as he and I were concerned there never could be any personal feelings enter into it; he is either so far ahead of me that we can't get together, or otherwise, and that did not enter into it and never has—could not.

Mr. BURROUGHS. I think that is all.

The CHAIRMAN. You are excused, Mr. Weaver.

Mr. Fuller, will you take the stand?

STATEMENT OF MR. ROBERT J. FULLER, 112 NORTH EIGHTEENTH STREET, PHILADELPHIA, PA., DISTRICT VOCATIONAL OFFICER DISTRICT NO. 3.

(The witness was sworn by the chairman.)

The CHAIRMAN. Will you give your full name and address, please?

Mr. FULLER. Robert J. Fuller, 112 North Eighteenth Street, Philadelphia, Pa. District vocational officer district No. 3.

The CHAIRMAN. What is included, Mr. Fuller, in the term "district vocational officer"? How much authority have you?

Mr. FULLER. The entire duties of managing the work in a given district under the Federal board; placing men in training and seeing that men are rehabilitated finally for civilian life.

The CHAIRMAN. To whom are you responsible?

Mr. FULLER. To Mr. Lamkin, the chief.

The CHAIRMAN. There is only one intermediary between you and the board?

Mr. FULLER. Only one intermediary between me and the board.

The CHAIRMAN. Who is responsible for the selection of the men under you?

Mr. FULLER. The staff personnel are selected by the central office usually; sometimes by the nomination of the district vocational officer.

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The CHAIRMAN. That would mean that sometimes you would have the selection?

Mr. FULLER. Sometimes I would select and nominate, but not appoint. That must come through the central office.

The CHAIRMAN. Does the practice of the board go beyond your recommendation—that is, would they appoint somebody under you before they had consulted you?

Mr. FULLER. They might. Usually not, however.

The CHAIRMAN. You have heard of the testimony that has been given to-day, and have read the testimony that was given the other day in reference to the Philadelphia office? One of the answers to my direct question, "What, if anything, is wrong with the Philadelphia office?" was that it was in the personnel of the office. Then I asked, "Who is responsible for the personnel?" Now, if there is anything wrong in the Philadelphia office, where would we put the blame?

Mr. FULLER. So far as the staff's personnel is concerned, I think the blame is probably at the central office first and the district vocational officer secondarily.

The CHAIRMAN. When you say "the staff," you mean your heads?

Mr. FULLER. My heads of sections and advisers and placement officers and training officers—training assistants.

The CHAIRMAN. Another complaint that was made was that there was not an effective organization—in fact, there was no organization; that they were each fellow going his own way.

Mr. FULLER. I have something which I can present to substantiate what seems to be a plan of organization at least. We have in the Philadelphia office, as in all of the district offices of the board, I think, the several sections, the advisement and training section, the medical section, the placement section, the business section, and the case office or records and returns section. That practically obtains in most of the districts throughout the country. In the Philadelphia office we have in adidtion to that the stenographic room, which, perhaps, is not common to all the districts. Then, so far as the sections are concerned, within each section we have a specific plan of organization and assignment of duties which is known to most of the men, and which can be known at any time to any man who has any question to ask the head of his section or the district vocational officer regarding it.

The CHAIRMAN. Do you have conferences with the men that are at the head of these various divisions?

Mr. FULLER. I have held several conferences with the staff; I have held several conferences with the entire office personnel, including the clerical staff; I have held separate conferences, one specifically, with the clerical staff; I have held constant conferences with the heads of the sections at my desk.

The CHAIRMAN. The question was propounded by some members of the committee during the progress of the investigation as to civil service, whether the effectiveness of the work was in any way interrupted by the requirement to obey the civil service regulations in the selection of men. What have you to say about that?

Mr. FULLER. It has been difficult to secure men who were qualified under the civil service for the several positions, and I have

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found it absolutely necessary to seek personnel outside of the civil service and request them to qualify under the civil service; thereby necessitating delays in securing personnel for the work of my office.

The CHAIRMAN. I asked a witness who appeared to specify some of the errors that he thought ought to be corrected, and one of the first ones was that there was no team work in the Philadelphia office, which would be tantamount to the same complaint that I mentioned a moment ago; namely, that there was no organization. What have you to say to the committee about the team work in your office?

Mr. FULLER. My answer to that specific question would be that there is definite team work and that the evidence of that team work is borne out by what has been done in the Philadelphia office, and by what I know has been done since I assumed my duties there November 1, or October 25 when I went into the office. There have been in that time placed in training something like 3,000 men; previous to that time there had been placed in training something like 1,500 men.

The CHAIRMAN. Mr. Reid was asked about the standard of work in the Philadelphia office and quoted you as stating that it was one of the very best districts. Mr. Reid made this statement then:

> If it is one of our best offices, I should hate to think of the condition of the others, and I should be perfectly willing to have anybody examine the Philadelphia office and if they are satisfied with it, don't look after that any further but then declare that my testimony is entirely wrong.

What is your relationship with Mr. Reid?

Mr. FULLER. Mr. Reid is in the training section.

The CHAIRMAN. Is he under you?

Mr. FULLER. He is under me. He is not directly under me—that is, he is under me, but under my training supervisor before he is under me. In other words, I deal directly with the heads of my sections in the first instance, and if necessary I deal with the personnel of the various sections.

The CHAIRMAN. What relation did Mr. Greer sustain to you?

Mr. FULLER. He was my assistant district vocational officer and acted as district vocational officer in my absence.

The CHAIRMAN. He was immediately under you?

Mr. FULLER. He was immediately under me.

The CHAIRMAN. Did you know of this position that has been talked of?

Mr. FULLER. I did; yes, sir.

The CHAIRMAN. Did it come to you?

Mr. FULLER. Yes.

The CHAIRMAN. Was it considered by you?

Mr. FULLER. It was; most assuredly.

The CHAIRMAN. What was your decision on it?

Mr. FULLER. The petition was presented to me. I immediately took the matter under advisement; I conferred with the chief, made a special trip to Washington; I met the representatives of the committee and told them that I thought they could function and the office could function with Mr. Greer still remaining in the office, and told them that I would lend my best efforts to make it a harmonious arrangement.

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The CHAIRMAN. In other words, it was an attempt to reconcile the difficulty without removing anybody?

Mr. FULLER. It was an attempt to reconcile the difficulty without removing anybody.

The CHAIRMAN. May I ask, Mr. Fuller, what you had been doing when you were called to your present position?

Mr. FULLER. I was just before being called to this position a field representative of the board, working out from the Washington office.

The CHAIRMAN. How long have you been identified with the board?

Mr. FULLER. I was first employed by the board July 25, 1918, in the early group of men.

The CHAIRMAN. That was a month after we enacted the law?

Mr. FULLER. A month after we began the work.

The CHAIRMAN. What had you been doing before that?

Mr. FULLER. Previous to that time I was superintendent of schools in Massachusetts for about 20 years; I had been making serious and systematic studies of vocational education; had been chairman of the national association's committee on vocational education; had organized and had presented for that association four important reports, of which one was later Bulletin No. 21 of the United States Bureau of Education and published by that bureau, a document which has gone into universities and into various institutions which are teaching vocational educational people.

The CHAIRMAN. Had you ever been identified or associated with Dr. Prosser in his work?

Mr. FULLER. Dr. Prosser was on the committee that worked in the preparation of these books.

The CHAIRMAN. Was it through Dr. Prosser that you were interested?

Mr. FULLER. Dr. Prosser called me by long-distance telephone—if you would like to get that.

The CHAIRMAN. That is what I want.

Mr. FULLER. Dr. Prosser called me by long-distance phone, when I was in the midst of moving my household effects to New Jersey to assume a new position, and told me that he thought it was my duty to take up this work because of my previous knowledge of vocational education.

The CHAIRMAN. I had no intimation of this when I began the investigation, but I thought it was leading to that, Dr. Prosser having been identified with vocational training, and, especially in New England for a time, would know the men who were doing work up there. When you came to the board, was it at any sacrifice of salary?

Mr. FULLER. It was at no immediate sacrifice of salary in dollars; it was at a sacrifice of the opportunity to continue my studies at Columbia University, which I would have done when I accepted this position, working toward an additional degree, or getting more work so that I could function better in my life work; and at a sacrifice of home environment and living with my family for two years.

The CHAIRMAN. Who was your immediate predecessor in the Philadelphia office?

Mr. FULLER. Mr. Cullen.

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The CHAIRMAN. And was he the first district vocational officer there?

Mr. FULLER. I think he was not the first district vocational officer there; I think Mr. Lowell was the first district vocational officer.

The CHAIRMAN. Mr. Fuller, give me your interpretation of the reasons for having so many different district vocational officers? That seems to be the rule in the districts. Up in New York, I think, we had four; here in Philadelphia we have three or four.

Mr. FULLER. I think there are various reasons, Dr. Fess. Some of the reasons are the failure of men to function on their job and to carry it forward properly. Undoubtedly that element enters into it. Some, because men have been sought and are being sought continuously who have the caliber of the men who are district vocational officers in their communities, to go into civil life, where they can demand and receive greater remuneration. And, I believe, that no longer do the ties of human interest or humanitarian aspects enter into this problem of rehabilitation as it did when I went into it and, as I felt at the time, at a sacrifice and with the pure purpose of service in my heart.

The CHAIRMAN. In other words, you think it is becoming more material?

Mr. FULLER. It has become somewhat more material from the aspect of securing personnel and holding desirable personnel.

The CHAIRMAN. Now, that immediately presents the question of salaries. Are you crippled because of salary conditions?

Mr. FULLER. It would be easier for the district 3 office to secure a higher-class of men for some of the lower positions were we not limited to $2,400 practically, under the present limitations.

The CHAIRMAN. What was your interpretation of the reference a moment ago to the "Bolshevist Club" in the Philadelphia office?

Mr. FULLER. My interpretation of that is merely that these men were interested in this petition and that they, just as Mr. Weaver has said, playfully styled themselves that, and it does not mean anything, so far as these men are concerned; they are not of the Bolshevist type or tendency, as we know them abroad.

The CHAIRMAN. Are you aware of the statement that there is a Bolshevist club from one end of this country to the other?

Mr. FULLER. I am at this minute and was at the time that Mr. Greer mentioned it here on the stand.

The CHAIRMAN. That will have to be explained over and over and over; otherwise, it would be taken as I took it at first when the pay was mentioned, that you have this group of outlaws that are going the wrong way.

Mr. FULLER. Which is not true.

The CHAIRMAN. Mr. Reid made the statement here that there is no organization; every fellow went his own way. And that matter has been before our committee as a rather serious statement.

What about the morale of the office at the present time?

Mr. FULLER. The morale of the office at the present time is excellent, in my opinion. We can secure a clerical staff who will stay after hours, day after day; we can secure men who are willing to sacrifice their own personal pleasures and their own time and stay night after night and stay, sometimes, into the Sabbath, to assist in

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doing this piece of work. I think the morale of the office at this time is high and that is the condition in the Philadelphia office at the present time and, should a need arise, should a particular piece of work arise which needed immediate action, and where we felt that we could get more men into training and more men taken care of, that ought to be taken care of rapidly, I could call upon and secure cooperation from every last person in that office.

The CHAIRMAN. Including Mr. Reid?

Mr. FULLER. I am excepting Mr. Reid, because I am not sure that I could get Mr. Reid's cooperation in view of the statements that he has made here.

The CHAIRMAN. Well, does Mr. Reid represent many others in the Philadelphia office?

Mr. FULLER. Mr. Reid represents practically himself. I might add this right here; that the men came to me immediately after this statement of Mr. Reid's and wanted to know what they could do about it, and wanted my advice as to what they should do about it, because they were so indignant at the whole proposition.

The CHAIRMAN. Whom do you mean when you say men came to you?

Mr. FULLER. The men of the staff in the Philadelphia office. In addition to that, I may say that men who have been in training have come to me by individuals, a great many of them; they have spoken to other men of the staff by the score, and I could produce any amount of names that would substantiate the other side of the claims—that is, contrary claims to those of Mr. Reid.

The CHAIRMAN. Mr. Fuller, the committee can not understand why, if Mr. Reid is making statements that are misstatements, or making charges that are not substantiated, all of which are very serious—we can not understand why he was not found out long ago and why he retains connection with the work.

Mr. FULLER. The answer to that, so far as I am concerned, is perfectly clear, and I think, so far as Mr. Weaver is concerned, is clear. Mr. Weaver in the summer wished to have him discontinued from the service. Mr. Reid sought and secured the permission of my predecessor to remain in the work. I went into the office in November; as soon as I found the actual conditions and had positive recommendation from Mr. Weaver with a conference or two with Mr. Reid, I made a positive recommendation to Washington that Mr. Reid be dismissed from the service and I did that with my knowledge of the work that has gone on all over this country and my knowledge of the men who are in the work.

The CHAIRMAN. Now, when was that?

Mr. FULLER. February 24 is the date of that.

The CHAIRMAN. Do you know why the office does not act or did not act upon that recommendation?

Mr. FULLER. I do not know why they did not act. I have not heard. I have not had a positive answer from the office one way or the other regarding that communication. It might be that it is because this investigation was started—it was not started at that time. It is barely possible that was it. I do not know.

The CHAIRMAN. And we asked for immunity to everybody, so that we could get all facts without anybody embarrassing themselves or

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suffering. We were told that there were some who had some information that the committee would be glad to have but that they could not come unless they had some assurance that they were not to suffer from it.

I have been impressed from the beginning that the work was not comprehended by anybody identified with it, whether it was in the central board or in the district offices; that it was bigger than any one expected or had any idea of, and that it was more than they were capable of handling; consequently, inevitable delays will be experienced. But there were some things that came to us from the New York office that indicated they ought not to have been allowed at all.

We had not much from the Philadelphia office, except what came to us from Mr. Reid, whose charges were pretty severe. I still believe that, the work being new, no experience in this country or any other, in a large sense, and all coming at once, that it was—I would not say that it had broken down, but we had not quite measured up to the needs of the work.

Now, what we are trying to get at is whether there are deficiencies now that ought to be corrected.

Mr. FULLER. May I make a statement right there?

The CHAIRMAN. You may.

Mr. FULLER. In my early connection with the work in September and October, 1918, after an experience in the central office, I went to district No. 1, assisted in opening that office and later became supervisor of training in that office.

The CHAIRMAN. Is that up in Massachusetts?

Mr. FULLER. That is in Boston. It seemed to me that we needed some vision of what our work was to be and what it should be in the end. I used the Canadian experience up to that time as a bad measure but as the best measure that I knew anything about getting hold of.

The CHAIRMAN. We would like to know what you mean by "bad measure."

Mr. FULLER. I think Mr. Weaver brought that out pretty well. It is rather difficult for us to measure in terms of percentages the Canadian experience and our own experience, because we are not measuring likes exactly; we are measuring something that may be alike or it may not be alike. At that time only 10 per cent of the disabled men in Canada were taking training. Those were the facts at that time, as I understand it.

I tried to interpret the act as passed by Congress to the men in the district, district No. 1, office, to mean that we would have from 20 to 30 per cent of the men at least taking training; perhaps we might have more. So that district No. 1 started with the ideal of getting 20 to 30 per cent of all the disabled men that they heard of into training and on the way just as rapidly as possible. And that has made it possible for district No. 1 to function very nearly up to a reasonable percentage of the number of men, but that percentage is growing, because of the changes in the interpretation of the act, and because of the greater knowledge that came with the armistice and with the discharge of men, numbers of men, and the severity of their disabilities. So that the percentage is bound to be higher than 20.

Nevertheless, that started as a starting point, and with that sort of a vision instilled into their minds in district No. 1 for several

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months—and I kept that ideal before them, so far as I could in the training section—and we were the ones directly responsible for advisement and placing the men in training—it has made it possible for that district to function quite well on that particular percentage, and to stand well, so far as the number of men in training are concerned, at all times.

Now, it was not possible, of course, for the board to get at percentages that it could send to every district office, as you say, nor to make every district vocational officer and every training supervisor visualize this whole big problem that we are all mixed up in. And for that reason, and because of the rush of the thing during the armistice, because of the need of securing personnel very rapidly, and all of that, it was to be expected that there would be delays, plus the War Risk Insurance necessity, and other facts.

In the Philadelphia office I was thinking this thing through the other day and I found by actual contact with cases that the delays, the long-drawn-out delays, almost invariably, if I may use the term, straddled July 11.

The CHAIRMAN. Mrs. Wendell Phillips, I note, made an address in New York on a Sunday or Saturday—Sunday, I think—in which she stated that training that ought to be given rapidly had been delayed and men have waited 11 months for it. She is at the head of the Carry On Club and appeared here before our committee on another matter, the bill to give a little larger allowance to the boys—100, to be exact—and she rather impressed the committee as having good sense and a good spirit; and a statement from a woman of that type on the platform in New York City to the effect that boys have to wait for 11 months for training has a very wide and unfortunate effect upon the rehabilitation work. There is nothing of that kind now, I should think.

Mr. FULLER. No. I do not know of any reason why any of the cases could not be put in training in district No. 3, or why they have not been given the opportunity to go into training. I am ready to make that sort of statement. We have several cases that the eligibility has not been passed upon, that I happen to know about, right offhand. We have had to show again organization, if you please; we have had five audits of our cases since I became connected with that district: so that I know that we do not have a large number of cases that are sleeping and delayed cases and are not getting action.

The CHAIRMAN. Have you any specific recommendations to make to this committee as to the changes or additions that ought to be made?

Mr. FULLER. I am ready to indorse, so far as district No. 3 is concerned, that men get an increase in their rations allowance, pay, and allowance.

The CHAIRMAN. I think that will become law very shortly.

Mr. FULLER. I am ready to indorse that from that standpoint.

I would like to feel that the committee and Congress could trust the Federal board to the extent of relaxing on some of the salary restrictions, to make it possible to get a little larger personnel, and of a little higher grade, if you please.

The CHAIRMAN. Do you think that would do it?

Mr. FULLER. I think that would help us tremendously. I think it would help us a great deal.

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The CHAIRMAN. We failed in the House on that, but the same bill will be before the senate, and if it is worth while it ought to be carried there—our influence ought to be carried over into the Senate.

Mr. FULLER. Yes, sir.

The CHAIRMAN. What would you say, if anything, on the elimination of the distinction between section 2 and section 3?

Mr. FULLER. Were we to eliminate training under section 3 of the act—I supose that would mean 10 per cent disability or something of that kind—and were to give training to the men with minor disabilities, it would increase our district load at least 100 per cent in the matter of trainers undoubtedly.

The CHAIRMAN. Could you meet it?

Mr. FULLER. I think we could meet it.

We try to meet every particular issue that arises, and if we have not the machinery to meet it, regardless of what may have been said on this stand previously, we set up the machinery to try to meet the situation that arises.

The CHAIRMAN. Of course, if Congress should pass such a law as that or make such an amendment, it would provide for the necessary funds to carry it into effect. That goes without saying. Would you make any recommendation as to the centralizing of this work under the same head as the War Risk Insurance and the Public Health Service?

Mr. FULLER. I don't think it is absolutely essential under the present arrangement.

The CHAIRMAN. Would it be better to do it? It might not be absolutely essential, but——

Mr. FULLER. It might be better in one particular of securing records, and rather in the other particular of the boys realizing that they were dealing with one organization.

The CHAIRMAN. A final question, Mr. Fuller—I like your spirit in this matter—are you optimistic in the work of vocational training or do you break down in your hopes of what ought to be done, feeling that it can not be done?

Mr. FULLER. I believe that the work can be done and is being done, and that when this country gets to see this thing as it is in the long view that this country will be proud of the work that it has done and that the men who have been connected with it have done.

The CHAIRMAN. You may be excused.

The committee will stand adjourned until 10 o'clock to-morrow morning.

(Whereupon, at 5.10 o'clock p. m., the committee adjourned until 10 o'clock a. m., Wednesday, May 12, 1920.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Wednesday, May 12, 1920.

The committee met at 10 o'clock a. m., Hon. Simeon D. Fess (chairman) presiding.

TESTIMONY OF MR. S. E. FARWELL, 46 WEST TWENTY-FOURTH STREET, NEW YORK, N. Y.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Mr. Farwell, give your present address.

Mr. FARWELL. Office address, 46 West Twenty-fourth Street, New York City.

The CHAIRMAN. Mr. Farwell, are you now identified with the Federal board in any way?

Mr. FARWELL. I am not; no, sir.

The CHAIRMAN. You were some time ago?

Mr. FARWELL. I left the board in January.

The CHAIRMAN. What position did you hold when you left the board?

Mr. FARWELL. I was district vocational officer at New York.

The CHAIRMAN. That is, the head of that office?

Mr. FARWELL. Yes, sir.

The CHAIRMAN. When did you leave that position?

Mr. FARWELL. The 15th day of January, 1920.

The CHAIRMAN. When were you appointed to that position?

Mr. FARWELL. I was sent to the New York office to assume the duties of that position on the 10th of August, 1919.

The CHAIRMAN. You were there from——

Mr. FARWELL. From August 10 until January 15.

The CHAIRMAN. What position had you held with the board before that?

Mr. FARWELL. I was supervisor of advisement in the Boston office of the board.

The CHAIRMAN. How long had you held that position?

Mr. FARWELL. Since the 15th of March, if I remember correctly, 1919.

The CHAIRMAN. From March, 1919, until August you were supervisor of the advisement work?

Mr. FARWELL. That was the technical term; yes, sir.

The CHAIRMAN. And what had you been doing when you came to that position?

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Mr. FARWELL. I had been an adviser in the field outside of the Boston office.

The CHAIRMAN. Operating under what office?

Mr. FARWELL. Under the Boston office.

The CHAIRMAN. How long had you been doing that work?

Mr. FARWELL. I began that work when I went with the board January 7, 1919.

The CHAIRMAN. What had you been doing when you came to the field work?

Mr. FARWELL. Well, I have always been in business, in industry. I was technically the treasurer of the American Zinc, Lead & Smelting Co.

The CHAIRMAN. Was this your first connection with the board?

Mr. FARWELL. My first connection—January 7, 1919.

The CHAIRMAN. Where was your business, Mr. Farwell?

Mr. FARWELL. My business was in Boston.

The CHAIRMAN. How did you become interested in the rehabilitation work to the degree that you took up the work?

Mr. FARWELL. I was introduced to Mr. McLeod, of the Boston office of the Federal board, whom I did not know and had never heard of, by a mutual friend, and was asked if I would go into the work; for what reasons I do not know. I became very much interested in the subject. I had had a boy in the service and had been in the Army three weeks myself, and was very anxious to do all that I could, and I liked the idea; and they summoned me to Washington to ask me about it, and I said if I could arrange my affairs I would do so, and I was able to wire them I could and agreed to stay in the service four months.

The CHAIRMAN. What was this business that you were in?

Mr. FARWELL. That I came out of?

The CHAIRMAN. Yes.

Mr. FARWELL. Well, it was a mining and smelting business, the mining of zinc and lead ores and the smelting of zinc and lead ores.

The CHAIRMAN. Was it a corporation?

Mr. FARWELL. Oh, yes.

The CHAIRMAN. With headquarters where?

Mr. FARWELL. In Boston, 50 Congress Street, a very large concern.

The CHAIRMAN. What was your relationship with the company?

Mr. FARWELL. I had been treasurer of it for 15 years.

The CHAIRMAN. Is that business still going?

Mr. FARWELL. Yes, sir. I held other positions with the same interests.

The CHAIRMAN. Well, what had been your training, Mr. Farwell, in matters of education?

Mr. FARWELL. Well, I had secondary school education or preparatory school education and the college degree of A. B., Harvard University, 1893.

The CHAIRMAN. What salary were you commanding when you went with the board; I mean in your business?

Mr. FARWELL. Well, my salary was variable. It was cash and securities. I can not answer that question very well for the reason that I received for services shares in profits. It was always considerably more than the board paid.

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The CHAIRMAN. The question is not designed to pry into your individual matters.

Mr. FARWELL. I understand that, sir.

The CHAIRMAN. I was trying to get at whether you had sacrificed anything when you went with the board. That is the purpose of the question. Your work with this corporation as treasurer would carry you into relationship in what way with men; or, let me ask you this question more specifically, would your training be such that if I were at the head of the board looking for a man I would be attracted to you because of the training you had had?

Mr. FARWELL. I think I could tell you my services and the different kinds of training and handling of men I have had.

The CHAIRMAN. That is the point I am trying to get at, whether the work you had been doing was such as would train you for this particular work, which we all must admit is a very important work.

Mr. FARWELL. I have had to handle men all my life, but not so much in this particular way in my position as treasurer, which was more or less a nominal position.

The CHAIRMAN. Have you ever done any welfare work?

Mr. FARWELL. No, sir.

The CHAIRMAN. Have you been in any kind of work that would develop any particular sympathetic attitude toward men?

Mr. FARWELL. Well, not technically, as you describe it, in the nature of welfare work. I have always worked with men and made their interests my interests. I have done church work.

The CHAIRMAN. Who introduced you to Mr. McLeod?

Mr. FARWELL. A man by the name of Ross, Henry P. Ross.

The CHAIRMAN. Who is he?

Mr. FARWELL. Well, he is an old college friend.

The CHAIRMAN. What was his interest in this work?

Mr. FARWELL. Well, he was with the board at the time, in the Boston office.

The CHAIRMAN. You came to the New York office in August, and remained there until January of this year?

Mr. FARWELL. Yes, sir.

The CHAIRMAN. You succeeded what man?

Mr. FARWELL. In the New York office, Mr. Griffin.

The CHAIRMAN. Had you known Mr. Griffin before?

Mr. FARWELL. I was introduced to Mr. Griffin just once in the Boston office.

The CHAIRMAN. When you got to the New York office what did you find in regard to the general situation, as to its expedition in handling men?

Mr. FARWELL. I found exactly what I had been told I would find, a condition of chaos.

The CHAIRMAN. Could you give any particular facts to demonstrate that the condition was chaotic?

Mr. FARWELL. Yes, sir. I can mention one incident that I think was the most interesting in my history with the board describing that very thing.

The CHAIRMAN. Well, let us have it.

Mr. FARWELL. I could discover no routine in the New York office which delivered men to training expeditiously. The office units did not work together in cooperation. The result was that the layman

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could see no evidence that men were getting into training. I think at that date, August 10, something like 1,000 men had supposedly been put in training.

I was unable to understand myself why that could be, out of a total registration then of about 35,000, I think. So, after laying out what I considered the proper machinery to start it ahead, in order to test it out and see whether the men who began with the disabled men, the first operation, understood just what they were to be, I called in the head of the field men and about half a dozen of his principal advisers and said, "Now, in order that I may be perfectly sure that you men all know exactly what to do and that the next step is to push this disabled man's case ahead, I want you to bring in here 12 cases and lay them on the desk, pick them at random out of the office, bring them in here, and lay them on the desk, and I want each man to put a memorandum on each case as to what is the next step." So they brought in a dozen cases and we sat at a large table and each man took one case, wrote his instructions on it as to what he understood should be done next, passed his note of instructions to me and the case to the man next to him, and so on around the table, and when we got through there were as many different opinions as to where that case should go next as there were men in the room.

The CHAIRMAN. Your suspicion was at once confirmed?

Mr. FARWELL. Absolutely.

The CHAIRMAN. And that test was made after you had concluded there was something wrong and you were trying to locate the error?

Mr. FARWELL. Yes, sir.

The CHAIRMAN. What do you know about the delay in reaching final adjustments and as to the necessity of men coming and waiting and coming back and waiting? We have had testimony to that effect here that seemed somewhat distressing to the committee.

Mr. FARWELL. Well, I think I have been through all forms of that delay, Mr. Chairman, from the time I went with the board until the time I left. I do not think there is any form of delay I have not seen personally.

The CHAIRMAN. Well, is that delay excusable?

Mr. FARWELL. To a considerable extent; yes. I think it would be very hard to estimate what proportion of that delay, considering the organization of new men all brought together to do this new work, and considering the individual occurrences in the conditions and problems of the disabled men, there was a great deal that was inexcusable and a great deal that was excusable. Each case was distinct and separate; no two were alike.

The CHAIRMAN. You say that there were cases that were excusable?

Mr. FARWELL. Oh, I think so, as regards delay.

The CHAIRMAN. Would that mean that there is delay going on now?

Mr. FARWELL. Well, I do not know about the conditions now. I have had nothing to do with the office.

The CHAIRMAN. Did it persist during your administration?

Mr. FARWELL. Oh, yes; there were many delays, unquestionably.

The CHAIRMAN. From August 10 on?

Mr. FARWELL. Yes, sir.

The CHAIRMAN. Do you know anything about the delays in the New York office before you got there?

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Mr. FARWELL. Well, from hearsay I knew there had been delays, and when I could see only 1,000 men who had been put through out of a registration of something like 35,000 I assumed there was some delay.

The CHAIRMAN. At any rate, there was delay that was both excusable and inexcusable.

Mr. FARWELL. I should say so; yes, sir.

The CHAIRMAN. What I want to know is whether the delays are so inevitable that we can not correct them.

Mr. FARWELL. Well, as a staff gets training to its work, particularly in the administration of a law which requires a good many decisions and perhaps questions to be finally passed on after a great deal of discussion, when your staff thoroughly understands those things, of course, it should become more expeditious.

The CHAIRMAN. Mr. Farwell, how would you explain the frequent reexaminations; a man would come in and ask what to do and they would say, "Well, you go and be examined again," and then he would come back later on and would be told, "Well, you go and be examined again," which was rather nauseating in the cases of some of the witnesses here, if we got the truth about the matter. How do you explain that?

Mr. FARWELL. Well, that is explained in a number of ways. In the first place, particularly early in the year 1919, the disabled men were unable to discriminate, so far as a doctor's examination was concerned, whether it had to do with war-risk insurance or the Federal board. There could have been a good many reasons, and there were a good many reasons, for these reexaminations. It might be absolutely inexcusable. A man might be summoned in merely by mistake—two clerks in the office, one overlooking a previous call or something of that kind. There were a great many cases of that sort.

The CHAIRMAN. That ought not to have been.

Mr. FARWELL. That should not have been. Then a man had to be called in, a great many of them, a good many times because the doctors could not reach definite conclusions.

The CHAIRMAN. That would make it appear that the Public Health Service folks wanted to be accurate in their diagnoses, and the question with us is which way they leaned, whether they were sympathetic toward the applicant or whether they were entirely colorless, standing simply upon the naked requirement of the law and upon the facts as they could glean them without any reference whatever to the individual case.

Mr. FARWELL. Well, on the whole I think the doctors were very considerate. I well remember, I think, the first case of a disabled man that I had when I entered the service. As I remember it, I sent him to three different oculists, looked up his record while still in the Navy with a specialist in Buffalo, where he had been stationed, and the board never could get a real opinion as to what was the matter with that boy's eye. We could not tell whether there was a progressive condition there which would be irritated by study, perhaps, or whether there was not.

The CHAIRMAN. That is, frequently, where a person at one time was decided to be ineligible later on a development proved that he was eligible, which is rational, and I can see how that might very well be.

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Mr. FARWELL. Exactly.

The CHAIRMAN. What about the general attitude of the office toward the men? How did the office look upon the men. Was there ever anything in your experience that would justify a disabled soldier going away and saying, "I will never go back there"?

Mr. FARWELL. I think there may have been cases of that sort where the boy did not understand why he was summoned again and again. Orders from Washington might change. A boy is called in to have an examination, for example, on a given day, we will say, in September, and at that particular moment the man who handles that boy does not know that day after to-morrow he is going to be required to have a copy of his discharge. He never has had to have a copy of his discharge before, and so he lets the boy go out. A day or two later there is some order which requires that we must have his discharge, which comes in unexpectedly, and some day we find out we must have an affidavit to the effect that he has dependents and that they have certain rights and so forth.

The CHAIRMAN. Would the constant appearance of the same man be a source of irritation to any person in the office, which would induce them to mistreat the disabled man?

Mr. FARWELL. Oh, I do not think so.

The CHAIRMAN. We have had men before us who have told a pretty straight story of how they were treated, so that the committee were under the impression they were giving facts, or probably giving some of their own impressions of facts which some other person might not have drawn so strongly, but it appeared to us that there might have been such impatience shown on the part of the office in New York that these boys went out discouraged and determined that it was no use, and that they would not come back any more; and the committee has been under the impression that much of that was inexcusable.

Mr. FARWELL. Well, the strain on the patience, Mr. Chairman, has been very great from the start, both on the staff and the disabled men, due to the oft-expressed opinion on both sides that there was too much red tape. Of course, we tried to eliminate all the red tape possible.

The CHAIRMAN. Whether there was any lack of sympathy or not, it is quite apparent that the boys thought there was a lack of sympathy, at least the cases that have come before us.

Mr. FARWELL. Of course, I have had reports of lack of sympathy brought to me occasionally as head of the office.

The CHAIRMAN. I wanted to ask you that question, whether you would be in position to have gotten all the facts. For instance. would you have known of mistreatment in your office by some of the people who were under you, who should, of course, reflect what you wanted done.

Mr. FARWELL. In the Boston office, absolutely. In the New York office perhaps not always, because I could not see everybody in the New York office.

The CHAIRMAN. It was testified here that persons would come in and have to wait for hours and not have any recognition except to be called in and then sent out and told to report somewhere else.

Mr. FARWELL. Yes, sir; there have been plenty of cases of that sort.

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The CHAIRMAN. It has also been reported here that a case could not be gotten quickly unless they resorted to pressure; that sometimes they would write to Congressmen. That has frequently been testified to by men who claimed to be subjects of such treatment.

Mr. FARWELL. Well, undoubtedly, if special inquiries came in in regard to any one case, that naturally forced the case out and somebody had to get it. If every man as he registered with the board could have been handled in order, as he would be at a ticket window, for example—and I always rather favored that theory if it could be done—since there was waiting to be done and there must be delay, that men ought to be handled as nearly in their right order as possible——

The CHAIRMAN (interposing). I agree with you about that, if that could be done.

Mr. FARWELL. But we could not adhere to that, for the reason that you guessed, somebody would come in with a pressing case, and in point of the calendar that may have been a very much more recent case than that of some man who had waited six months, perhaps.

The CHAIRMAN. May I ask, Mr. Farwell, whether the office administered rebuke or reprimand to any soldier who had taken up his case with some one connected at Washington?

Mr. FARWELL. Absolutely not, so far as I know.

The CHAIRMAN. I think we have nothing of that sort in reference to the New York office, but I have before me a letter from another district complaining of that very thing.

Mr. FARWELL. I have never known a case of that kind.

The CHAIRMAN. As to teamwork in the New York office, was it satisfactory to you?

Mr. FARWELL. When I came there there was none.

The CHAIRMAN. So I understood. How was it by the time you left?

Mr. FARWELL. Well, perhaps I can answer that question best by saying that the Federal board employees, including the D. V. O., held a dinner at the end of December, which, so far as I know, was the first get-together meeting that had ever been held. I considered that quite a step ahead. A very large proportion of the office was present, even though it was holiday week.

The CHAIRMAN. Who initiated the dinner?

Mr. FARWELL. I think some member of the Placement Department, as I remember it, suggested that it would be a good thing, and I seconded the motion very strongly, and we had it.

The CHAIRMAN. You are not connected with the board now, Mr. Farwell, and would you state that when you left the board you were satisfied with the teamwork in the office?

Mr. FARWELL. No, sir; I would not state that. I consider that we had made very great headway; but, so far as good teamwork is concerned, I should not call the office at that time an example of good teamwork.

The CHAIRMAN. Can good teamwork be secured in this kind of work?

Mr. FARWELL. I very much doubt it in the Government and with civil service.

The CHAIRMAN. The men who were under you got their positions through what channel?

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Mr. FARWELL. Do you mean by what introduction or influence?

The CHAIRMAN. No; did they come through the civil service?

Mr. FARWELL. They did, partially, but at first I do not think there were any civil-service applicants, although there may have been some, for the reason that men were taken in like myself early in the work without any civil-service status. We had to take examinations after we got into the work, and that, to a certain extent, applied up to the time I left the board, although the intention was that everybody should have a civil-service status.

The CHAIRMAN. Was anybody appointed to be under you without your being first consulted; in other words, were people sent to you without having a conference with you before they were sent?

Mr. FARWELL. I think not to me personally. I think I was always consulted about any man who would come to my office.

The CHAIRMAN. In case of necessity of removal, could you remove anyone?

Mr. FARWELL. Well, I could, under the civil-service regulations, but it was a difficult operation, and my feeling was that if I desired to remove anybody we did not have any men to spare. If we had a man who knew anything and could do any sort of work I wanted to use him somewhere rather than dispense with him.

The CHAIRMAN. In case there was defective teamwork and you wanted to correct it, what would be your process of correcting it?

Mr. FARWELL. I would move the individuals around until I got them where they could mix.

The CHAIRMAN. Is it possible that is the only way we can secure teamwork in a great governmental function like this?

Mr. FARWELL. That, plus dismissal.

The CHAIRMAN. We have had some cases before us which are distressing the committee; cases where if what they say about their superiors is true, then the superiors ought to be removed, and if not true, then the persons making the statements ought to be removed, because I do not see how a proper spirit of cooperation or any kind of esprit de corps can obtain if such a situation is permitted to continue, and what I am trying to get at is whether or not this is such a job that if a person once becomes attached to the pay roll, you can not rid the pay roll of him, no matter what may be his service, whether it is good or bad, and no matter what or where his position may be, whether at the top or bottom. It seems to me that would be a pitiable situation.

Mr. FARWELL. I consider it so.

The CHAIRMAN. Would you be free to say, Mr. Farwell, why you left this work?

Mr. FARWELL. Well, in the first place, I was very tired after a year of very severe work, including nights and Sundays, in trying to better the very conditions you have described or discussed. In the second place, I did not want to be a Government employee, also for the same reasons you have just discussed; and, in the third place, I felt I had done all the constructive work for the New York office that I could, and it was merely a matter then of going ahead and carrying out the work to its logical conclusion in getting every man entitled to training on the pay roll and in training.

The CHAIRMAN. Well, I have heard other men talk in the same way.

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Mr. FARWELL. I might say, in addition to that, I did not think I could afford to stay in it any longer.

The CHAIRMAN. One of the most efficient men I know told me personally that it looked to him somewhat hopeless; he was simply discouraged and was going to quit. Now, that must not be allowed. If it is the fault of the law, the law must be corrected, and if it is the fault of the administration that must be corrected.

Mr. FARWELL. The positions I have held in life have always been dependent upon my ability to deliver results.

The CHAIRMAN. What would you recommend? You have had experience. You are out of the work now and you can look at it from both an interested angle and one that is really—that is unbiased. You are talking to a committee authorized by Congress to make this investigation and listen to such recommendations as men who are capable might make. From that viewpoint, what would you say ought to be done that has not been done?

Mr. FARWELL. With regard to this particular work of the Federal board?

The CHAIRMAN. Yes; certainly.

Mr. FARWELL. Well, the principal point in all this discussion, I suppose we all assume, is a question largely of delay.

The CHAIRMAN. That is one thing.

Mr. FARWELL. You can not handle the disabled man with the Federal board in the size it was when I left it with very much greater speed. In the first place, you must add men and women as nearly qualified for the work as can be found, and that will be effected by the fact that it is difficult to get people for work that is regarded as temporary and not permanent. In the second place, if there is a man in charge who feels he has become sufficiently expert about the business of the Federal board, or the head of the board in Washington feels convinced that there is such a man and is willing to put him in charge, I would say that the first requisite would be that he should have power to hire and fire.

The CHAIRMAN. That would necessitate a change in the law.

Mr. FARWELL. Naturally.

The CHAIRMAN. That is not a matter of administration. That looks to this committee to make a recommendation.

Mr. FARWELL. Otherwise, I do not see how you could get efficiency and the speed which the public demands and the disabled man is entitled to. In addition to that, there is the technical training on the part of every clerk in the office, from the lowest to the highest, in a rather intricate law, all new in its rulings and decisions, changeable, subject to variable constructions and delayed decisions, all affecting the case of the disabled man until a final decision can be reached.

Mr. REED. Mr. Farwell, was not this one of the conditions in the New York office: New York State having furnished over 9 per cent of the soldiers that went into this war, and New Jersey having furnished quite a large percentage, and both of those States being in one district, did not that throw an enormous load on that office, and really more than the office could bear?

Mr. FARWELL. It did; but that condition applied to all offices.

Mr. REED. Did it apply to all offices?

Mr. FARWELL. I think so; all I had to do with, and, from hearsay, those that I did not have to do with.

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Mr. REED. Some of the witnesses here seemed to feel that because of the large number of soldiers furnished by New York and New Jersey, and because of the fact that they disembarked there, there was a big rush toward the New York office.

Mr. FARWELL. No more than there was toward the Boston office, in my judgment.

Mr. REED. Well, do you think that both offices were overloaded?

Mr. FARWELL. I certainly do.

Mr. REED. In other words, would it not have been to the advantage of the disabled soldier, in carrying on the work and in the expedition of his case, if you could have had more offices. Suppose, for instance, you had had an office in Syracuse, and suppose you had had one at Springfield, Mass., or had had more offices with facilities to take care of these men and had divided up the load——

Mr. FARWELL (interposing). I am very doubtful as to that. I am not convinced of that.

Mr. REED. Well, what do you think the remedy would have been? There were long lines of men waiting there, according to the testimony here, and coming back day after day and day after day, and what in your judgment would have been the remedy?

Mr. FARWELL. Well, I would not suggest offhand any one remedy. For example, when I came to the New York office the office was very badly balanced. We had thousands of sets of papers there that had a medical examination in them, but the medical examination was a mere scrap of paper. It was done in a hurry and there was no detail, and as we began sending those cases to Washington they were returned for lack of medical data. That developed the fact that we must go all over our 30,000 or 35,000 cases and have a new medical examination, and I was empowered to employ 25 physicians one day to overcome that previous neglect.

Mr. REED. Did you employ a sufficient number of physicians to overcome that delay?

Mr. FARWELL. Oh, yes; we caught up very rapidly. We got where we were in fair balance very shortly and our cases were completed as regards medical data.

Mr. REED. This same condition obtained prior to your arrival at the New York office, did it not?

Mr. FARWELL. Absolutely.

Mr. REED. Had the man who preceded you been empowered to employ physicians to take care of that situation?

Mr. FARWELL. I do not know as to that.

Mr. REED. But when you got there you did find a great mass of papers, cases of soldiers that could not be taken care of because they did not have the physicians to make the examination?

Mr. FARWELL. The examination had been made and was in the papers.

Mr. REED. Exactly; but it was in such shape that you had to go all over it again?

Mr. FARWELL. Absolutely.

Mr. REED. And you were empowered to get more physicians to take care of that. Now, that was one cause of delay. What was one of the other causes of delay? What about the filing system—did you have trouble with that?

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Mr. FARWELL. Yes, sir; we had trouble with that in both offices with which I was connected. When I went to New York the condition was somewhat what it was in Boston until we overcame it. Of all the cases registered there, I suppose there were several thousand, I do not know just how many, that instead of being in the files where they belonged and could be readily found, were on desks all over a tremendous office, some here, some there, and scattered all over the place.

Mr. REED. That led to confusion almost every time a case came up.

Mr. FARWELL. I had been all through that in the Boston office and had absolutely corrected it, and I knew it could be corrected, and that there was no necessity for it; that if these cases were not needed by the individual who handled that desk or if there were more than he or she could handle in a given time, I knew that they should remain where they belonged until such time as there was somebody to handle them.

We corrected that situation, and in that connection I might say, as illustrating that very thing, I think I had been perhaps two weeks in the New York office when it was reported to me that 35 men had left the office that day because their papers could not be found; and from that time on, I do not remember but one case of that kind reported to me. The medical officer came to me one day and said, "Here is the case of a man's papers being lost." I said, "No, sir; I do not believe it; that has not been true in this office for a couple of months. You go to a certain man and you get that case." So he went out and he had not taken his hand off the doorknob before he opened it again, and said, "Here it is."

Mr. REED. So that by the time you left the filing system had been worked out in a satisfactory manner?

Mr. FARWELL. I think as compared with what it was, quite satisfactory.

Mr. REED. You spoke about having a get-together meeting. That was in December, just prior to your leaving, was it not?

Mr. FARWELL. Yes, sir.

Mr. REED. And so far as you know there had been no other get-together meetings prior to that time?

Mr. FARWELL. I think not. I do not remember any.

Mr. REED. Did you notice an improvement in the spirit and morale and teamwork after this meeting?

Mr. FARWELL. Oh, yes.

Mr. REED. Do you not think that if they had held get-together meetings and had presented the human side of this work in the early stage, they would have built up a better morale?

Mr. FARWELL. I think that always tends to the cementing together of an organization.

Mr. REED. So do I.

Mr. FARWELL. If you can bring it about.

Mr. REED. As I understand you, the selection of these people through the civil service is a handicap in this particular work.

Mr. FARWELL. I call it so.

Mr. REED. And that if the man in charge had the power to hire and fire he could put these people in and get the work done.

Mr. FARWELL. And was not limited in his salaries always.

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Mr. REED. Yes; if he was not limited in the salaries.

Mr. FARWELL. Absolutely.

Mr. REED. In your judgment, if that could be brought about, then we could eliminate a lot of this delay and get the work done in an efficient manner.

Mr. FARWELL. The only qualification being, possibly, some premium to be paid in salary by reason of not being able to guarantee continuous work.

Mr. REED. The thought has been brought out here that the training of a large group of people in this rehabilitation work will be the first step toward carrying out the law for looking after men crippled in industry.

Mr. FARWELL. Yes, sir.

Mr. REED. And with the possibility of that field opening up with fair salaries, the chances are you could get people to go into this line of work.

Mr. FARWELL. I think so.

The CHAIRMAN. You may be excused, Mr. Farwell.

Mr. FARWELL. I thank you.

TESTIMONY OF MR. STILLMAN A. BENWAY, 95 OSSIPEE ROAD, SOMERVILLE, MASS.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Mr. Benway, Mr. Dallinger will interrogate you.

Mr. DALLINGER. What is your full name, Mr. Benway?

Mr. BENWAY. Stillman Allen Benway.

Mr. DALLINGER. And your address?

Mr. BENWAY. 95 Ossipee Road, Somerville, Mass.

Mr. DALLINGER. What connection have you with the Federal Board for Vocational Education at the present time?

Mr. BENWAY. I am placement supervisor in the New York office.

Mr. DALLINGER. How long have you held that position?

Mr. BENWAY. Since January 2, 1920.

Mr. DALLINGER. So you have only recently gone there?

Mr. BENWAY. Only recently.

Mr. DALLINGER. Were you in the employ of the Federal board previous to that time?

Mr. BENWAY. Yes, sir; in Philadelphia and Boston.

Mr. DALLINGER. When did you first go to work for them?

Mr. BENWAY. I went with the Federal board on November 7, 1919.

Mr. DALLINGER. At Boston?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. And what were your duties there?

Mr. BENWAY. Placement officer working under the direction of the placement supervisor.

Mr. DALLINGER. Who was the placement supervisor?

Mr. BENWAY. Mr. Spinney.

Mr. DALLINGER. How long did you serve the board in that capacity at Boston?

Mr. BENWAY. From November 7 up to December 22, and from there I was transferred to Philadelphia, Pa.

Mr. DALLINGER. What do you know about the conditions in Boston while you were there?

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Mr. BENWAY. So far as I could see from my observation, the board's work was functioning properly and the cases were being promptly disposed of.

Mr. DALLINGER. Were you familiar with the office or the room to which the men went who first applied for vocational training in Boston?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. Did you ever receive any complaint or hear any complaint about any undue delays?

Mr. BENWAY. Not in that office; sir.

Mr. DALLINGER. All the men who applied seemed to be promptly taken care of?

Mr. BENWAY. So far as came under my observation in placement training. There were no delays in the placement department so far as I could see. The men were promptly taken care of, called in by appointment, and directed into the proper channels.

Mr. DALLINGER. How many men on the average did you place in training?

Mr. BENWAY. I should say three or four a day. I would have to consult my records to give you that accurately.

Mr. DALLINGER. And where did you place them?

Mr. BENWAY. In and around metropolitan Boston, probably within a limit of 20 miles from the statehouse.

Mr. DALLINGER. Did you have anything to do with putting the boys in institutions?

Mr. BENWAY. Nothing whatever.

Mr. DALLINGER. Just to get them work or training in some industrial plant?

Mr. BENWAY. No; training through individual employment.

Mr. DALLINGER. You simply placed the boys in some plant where they could get their training and at the same time get compensation?

Mr. BENWAY. Yes; they received their compensation from the board. The training was the requisite thing we were after and not the compensation.

Mr. DALLINGER. You had in view that they might get a permanent position in some of those industrial plants if they made good?

Mr. BENWAY. Yes, sir; in most cases it was guaranteed them.

Mr. DALLINGER. Can you mention some of the concerns with which you placed them?

Mr. BENWAY. The Regal Shoe, in Whitman; the Commonwealth Shoe & Leather Co., in Brockton; and various mechanical institutions in South Boston. I can not name them now, and also optical establishments.

Mr. DALLINGER. Did you receive any complaint from any of the men you placed, as to the kind of training they received or the treatment they got?

Mr. BENWAY. No, sir.

Mr. DALLINGER. None of the men put into any of these places ever came back?

Mr. BENWAY. Some of them did come back.

Mr. DALLINGER. For what reason?

Mr. BENWAY. The complaint was that some of the men who had been previously placed in these establishments were receiving some compensation from the employer and they felt that they should

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receive the same amount. That was a voluntary offering or bonus, as some of the manufacturers termed it, for special proficiency.

Mr. DALLINGER. In other words, these boys who came back complained not because of the training they were receiving but because some other boys received a bonus from the employer which they did not receive?

Mr. BENWAY. Yes, sir; that is it.

Mr. DALLINGER. Did they give up the training on that account?

Mr. BENWAY. Oh, no; but they rather insisted that we should effect the same understanding with the employer so they would be placed on the salary list.

Mr. DALLINGER. And what did you do about it?

Mr. BENWAY. I told them it was the function of the board to train, and if they showed exceptional efficiency and ability and aptitude and were profiting by the training, undoubtedly the employer would give them the same reward he gave the others.

Mr. DALLINGER. Now, you went from Boston to Philadelphia?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. When did you start in at Philadelphia?

Mr. BENWAY. I was there about two weeks in Philadelphia, to the best of my recollection.

Mr. DALLINGER. What two weeks were they?

Mr. BENWAY. The last two weeks in December, 1919.

Mr. DALLINGER. And what were your duties there?

Mr. BENWAY. Placement assistant and assistant in office procedure and work until my transfer, on January 7, to New York.

Mr. DALLINGER. Mr. Benway, what was the reason for your transfer from Boston to Philadelphia, and then, after only two weeks, another transfer to New York?

Mr. BENWAY. The purpose was to familiarize myself with the office procedure in that district. I was given to understand that that was the reason.

Mr. DALLINGER. Was not the procedure at Boston all right?

Mr. BENWAY. It was; but there were some features in Philadelphia that had recently been established there that they had not introduced in Boston, and the purpose was to familiarize myself with that.

Mr. DALLINGER. What were those features that were so much better in Philadelphia?

Mr. BENWAY. They were minor affairs. In my opinion they were not of any great consequence. They introduced a little closer and more concise follow-up system—a record card, and one thing and another. It was purely clerical, and it had not been introduced in Boston, and it was believed necessary that I should thoroughly understand it.

Mr. DALLINGER. Were you at Philadelphia long enough to pass any judgment on the way they did business there?

Mr. BENWAY. No, sir.

Mr. DALLINGER. Did you find a good esprit de corps at Philadelphia?

Mr. BENWAY. Yes; as far as I could observe in that short period.

Mr. DALLINGER. There seemed to be good teamwork?

Mr. BENWAY. Yes, sir.

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Mr. DALLINGER. You did not hear anything about the Bolshevist Club?

Mr. BENWAY. No, sir; I did not hear about that.

Mr. DALLINGER. We had a good deal of testimony yesterday about a Bolshevist Club and about very bitter feeling between the employees in the Philadelphia office, and I wondered if you observed anything of that kind.

Mr. BENWAY. No, sir.

Mr. DALLINGER. So far as you could see, everything was harmonious, with a splendid morale and good teamwork?

Mr. BENWAY. There seemed to be; yes.

Mr. DALLINGER. When did you start in at New York?

Mr. BENWAY. On January 2, 1920.

Mr. DALLINGER. And who was the head of the New York office when you started in?

Mr. BENWAY. Mr. Farwell, who has just previously testified here.

Mr. DALLINGER. How long was Mr. Farwell there after you arrived?

Mr. BENWAY. I think a matter of three weeks, approximately.

Mr. DALLINGER. And who was the assistant to Mr. Farwell?

Mr. BENWAY. Mr. Clark, who is now district vocational officer in the same office.

Mr. DALLINGER. You have been doing the same sort of work that you had been doing in Philadelphia?

Mr. BENWAY. I have been supervisor in charge of the placement section.

Mr. DALLINGER. That is, you have had to do only with the placement work?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. Since you have been there, Mr. Benway, they did not have what was called the "pen," the small room, where the boys had to stand?

Mr. BENWAY. Yes, sir; we moved. That condition described there referred to the building on Fifth Avenue.

Mr. DALLINGER. How long were they occupying the building on Fifth Avenue since you have been there?

Mr. BENWAY. I think two months.

Mr. DALLINGER. That is, all the time Mr. Farwell was there they were in the Fifth Avenue building?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. When did they move?

Mr. BENWAY. I think the last week in February.

Mr. DALLINGER. Where are you located now?

Mr. BENWAY. 23 West Forty-third Street.

Mr. DALLINGER. You have plenty of room where you are?

Mr. BENWAY. Adequate space.

Mr. DALLINGER. Adequate space?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. You did not have adequate space when on Fifth Avenue, as I understand?

Mr. BENWAY. No, sir.

Mr. DALLINGER. You say that you do know of instances where the boys complained?

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Mr. BENWAY. Yes, sir.

Mr. DALLINGER. Of delay?

Mr. BENWAY. Of delay.

Mr. DALLINGER. What was the nature of their complaint—what did they complain of particularly?

Mr. BENWAY. They complained in a number of cases of waiting too long for medical attention; that is, the doctor's examination.

Mr. DALLINGER. You mean that they would stay around all day and have to come back the next day?

Mr. BENWAY. They complained—I can not verify that, because it did not come to me officially; it was complaint simply passed along—they told me they had been there for several days waiting for the medical examination.

Mr. DALLINGER. Was the complaint about the extreme delay of starting training after examination?

Mr. BENWAY. There was some complaint of that also.

Mr. DALLINGER. For a long time while you were there all of those papers had to be sent to Washington for final action?

Mr. BENWAY. Somewhere up to the middle of January, but there was no great complaint during my period in the New York office about that. That seemed to be satisfactorily adjusted. There were orders issued to the effect for expediting the work, allowing the local offices to eliminate a great many of those letters and forms which were formerly necessary.

Mr. DALLINGER. When was that done?

Mr. BENWAY. Shortly after I reached the New York office, some time near the first or second week in January.

Mr. DALLINGER. Up to that time there had been a good deal of trouble about getting cases approved. Was that your experience in Philadelphia?

Mr. BENWAY. No, sir; as far as Philadelphia is concerned I did not come into direct contact with that work to form an opinion as to whether it was slowing up the work or not.

Mr. DALLINGER. Since you have been in New York have you the final say in regard to the particular work, that is, the supervising of it, or does your work have to be passed on by the Washington authorities?

Mr. BENWAY. I have the final say with the right of appeal to the D. V. O. and to Washington if necessary.

Mr. DALLINGER. In how large a proportion of the cases of men you place in training are there appeals, either to the D. V. O. or to Washington?

Mr. BENWAY. During my attachment to the New York office I should say that there have been probably a dozen appeals.

Mr. DALLINGER. And how many cases would you say you had?

Mr. BENWAY. Awaiting placement?

Mr. DALLINGER. How many cases have you handled? You say that in about 12 cases there have been appeals.

Mr. BENWAY. That we have to-day?

Mr. DALLINGER. Since you have been there.

Mr. BENWAY. There have been about 1,200 placed in training.

Mr. DALLINGER. You have passed on about 1,200 cases of men placed in training?

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Mr. BENWAY. That is, permanently in training. There have been a number of changes sometimes in those cases—there have been, I should say, about 8 or 10 during that period.

Mr. DALLINGER. Twelve have appealed from your decision?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. Which would be about 1 per cent?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. In other words, as far as you know and can estimate, in 99 per cent of the cases that you have handled the disabled soldiers have not attempted to appeal from your decision?

Mr. BENWAY. No, sir.

Mr. DALLINGER. Have you any trouble about placing these boys now?

Mr. BENWAY. We have some trouble; yes.

Mr. DALLINGER. What is that trouble? The committee would like to know.

Mr. BENWAY. We deal with manufacturing and business organizations altogether. The complaint to-day generally is on the part of the manufacturer that we do not discipline the boys, that we do not discipline them so that they conform with such regulations in force or the plant regulations. That is the complaint to-day. A number of business organizations and corporations, through their supervisory force, have indicated to me that they should be disciplined, and some give other reasons.

Mr. DALLINGER. You place these boys directly in these concerns, or do you give them some prevocational training?

Mr. BENWAY. Some have prevocational training and when they have acquired a sufficient amount of that they are transferred from the training section to the placement section. I handle them after they are transferred. Others are inducted directly without the prevocational training.

Mr. DALLINGER. In your opinion is the complaint of these manufacturers and business men of a lack of discipline on the part of the boys and their disinclination to obey the regulations of the particular concern with which placed justified?

Mr. BENWAY. In a good many cases; yes, sir.

Mr. DALLINGER. What do you do in a case of that kind, where you are satisfied that the manufacturer has a just complaint that the boy is not willing to comply with the discipline of the factory?

Mr. BENWAY. If we find that the boy arbitrarily refuses to comply with the regulations and does not show any inclination to profit and improve by the training we terminate his training for a time at least.

Mr. DALLINGER. In other words, you stop his training?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. And his allowance stops?

Mr. BENWAY. Yes, sir; his training pay, and then he becomes a ward of the War Risk and is paid by them based on his disability.

Mr. DALLINGER. I want to ask you whether or not boys of that character have made more or less talk or complaint against the board?

Mr. BENWAY. I think they have, undoubtedly, sir.

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Mr. DALLINGER. Suppose you have a case of a boy who has not deliberately and intentionally, arbitrarily, as you say, refused to obey the discipline of the establishment, what do you do in that case?

Mr. BENWAY. The placement officer tries to impress on him the fact that he must comply with the reasonable rules and regulations laid down, and if necessary he turns him over to me and I talk with him. We do not discontinue any boy without giving him a full opportunity. Some boys have received as many as 11 opportunities before finally being turned over to the War Risk and their training terminated.

Mr. DALLINGER. Suppose you have a case of a boy who has arbitrarily refused to obey the discipline and rules in a certain factory, do you give him another chance?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. Do you try him in another factory?

Mr. BENWAY. In another kind of work or similar work.

Mr. DALLINGER. And you give him a talking to?

Mr. BENWAY. Yes, sir; and talk with the employer. The placement officer, underneath me, sees the employer's representative. Some of the cases can be readjusted. With some boys there are some domestic conditions prevailing which prevent the boy from taking full advantage of the opportunity.

Mr. DALLINGER. Of the 1,200 cases, how many would you say, have you had of that kind of which you are now speaking, where the boys have refused to obey the discipline of the factory and you have had to terminate their training? I mean roughly.

Mr. BENWAY. Permanently or temporarily?

Mr. DALLINGER. Both. Give us first those terminated temporarily.

Mr. BENWAY. Temporarily, probably 150, I should say. Permanently, not over 5 or 6.

Mr. ROBSION. Temporarily, 150?

Mr. BENWAY. Yes, sir. That is for the reason that in a great many of these industries there are no great number of opportunities at present and the boy has to wait until we find another opportunity. The clothing trade is a sample where it is very difficult to obtain opportunities for the boys. In jewelry work or diamond setting, as the trade term is called, we have few opportunities. If a boy does not behave himself in one of those shops it is pretty hard to find another opportunity.

Mr. DALLINGER. While you have been in New York what would you say as to the morale of the office force?

Mr. BENWAY. It has much improved since I have been there.

Mr. DALLINGER. In other words, it is better now than when you first went there?

Mr. BENWAY. Much better.

Mr. DALLINGER. In your opinion is the morale good at the present time?

Mr. BENWAY. I think, with one or two exceptions, it is very good. It could be improved by perfecting the organization there, tying the various activities more closely together.

Mr. DALLINGER. In other words, there could be better teamwork than now?

Mr. BENWAY. There could be much better teamwork.

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Mr. DALLINGER. What practical suggestions have you to make to the committee as to how this could be brought about?

Mr. BENWAY. I do not think the advisement has been logical and consistent. I say that with a great deal of reluctance. I think the advisement has not been up to the standard. I do not think the advisement is of the right kind. I question whether some of the advisers have got the capacity to really advise and whether they have full knowledge of the responsibility or knowledge of advisement and training combined, which is quite necessary.

Mr. DALLINGER. You have to pass upon those cases?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. After the adviser has talked with the boy and made his report the matter is turned over to you?

Mr. BENWAY. Yes, sir; if the man is to be inducted into job training, as it is called, or plant training, based on the old apprenticeship idea, the boy is not accepted until he has had the prevocational training.

Mr. DALLINGER. You make the statement that in your opinion the advisement plan in the New York office is not in many cases what it should be; you make that upon your experience with these boys as they come to you?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. You say that there are one or two cases where you think the personnel is not what it should be? Have you any objections to stating the names? If you do not care to, I will not press it.

Mr. BENWAY. While I think it would ultimately improve the situation, I am a little reluctant to, particularly as the chief of training and myself are quite in accord, we have talked over the situation and we are working in quite close cooperation, and I think that we agree on these things together with the district vocational officer that the advisement, particularly some parts of the advisement, are not as concise and consistent and logical as might be.

Mr. DALLINGER. Do you think that you would have any trouble, at the present rate of salary, in getting the right kind of men to take the places of those whom you do not think measure up to the standard?

Mr. BENWAY. The type of men that I require are industrial men, men who had had trade training and experience and have reached the position of some exclusive responsibility, and I have a great deal of trouble in getting that type of man, a man who knows what the demarcations of industry are, what the limitations are, and what limitations are imposed on a man by reason of a physical and sometimes a mental handicap.

Mr. DALLINGER. I do not think that you quite understood my question.

Mr. BENWAY. That type of man is rather difficult to secure at the salary.

Mr. DALLINGER. I understood you to say that in a number of cases in the advisement part of the work the men now doing that work did not measure up to the proper standard?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. And what I asked was whether, in your opinion, with the present salary limitations the board could get men to take

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the places of those men who would be competent to do the work as you think it should be done?

Mr. BENWAY. I think that the salary limitation is a factor in preventing the board from getting proper men, qualified men.

Mr. DALLINGER. And you say that is true of your part of the work as well as of the other?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. You also feel that at the present time you have some pretty good men?

Mr. BENWAY. I am very well satisfied with my corps of men. I do not believe that those men would render any more satisfactory service for twice the salary; but I do know this, a good many of those men propose as soon as they can to secure another opportunity because they can not live under such conditions in New York on the salaries received.

Mr. DALLINGER. In other words, with the constantly rising prices, the danger to your part of the work in New York is that you will lose the men you already have?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. And you do not think you will be able to get men to take their places who will measure up to what they have done?

Mr. BENWAY. That is true. I will lose the services of two men. They made very fair statements. The one proposes to stay a year and the other for eight months. The one man in eight months will have a position paying him $6,000 and the other man says that he is going into it in order to gain experience for the industrial rehabilitation of men with one of the State organizations adjacent to New York City. Both are able men, well qualified.

Mr. DALLINGER. I want to ask you about your relations with Mr. Farwell; were they pleasant?

Mr. BENWAY. Yes, sir; very much so.

Mr. DALLINGER. Did you have an opportunity to observe Mr. Farwell in his dealings with the other members of the staff there?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. What would you say as to his attitude toward the work? Was that sympathetic, and did he show a desire to carry out the intention of Congress in regard to these men or otherwise?

Mr. BENWAY. Very much so.

Mr. DALLINGER. What about his industry in regard to the work; did he work hard?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. Did he give his whole attention and thought to the work?

Mr. BENWAY. His whole attention; yes, sir.

Mr. DALLINGER. I think you said that he was only there about three weeks?

Mr. BENWAY. That is about the time.

Mr. DALLINGER. What have you to say about Dr. Clark, the present D. V. O.?

Mr. BENWAY. The relations between Dr. Clark and myself are extremely cordial, and I have received ample support in administering my work. He is open to suggestion, and I can see Dr. Clark readily at any time.

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Mr. DALLINGER. You had an opportunity to observe Dr. Clark in his dealings with other members of the staff?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. What have you to say in regard to his attitude toward this great problem?

Mr. BENWAY. He is extremely sympathetic and a hard worker. He puts in extremely long hours; he works from 14 to 15 hours a day.

Mr. DALLINGER. Is it the custom in the New York office to have conferences of the different heads of the departments?

Mr. BENWAY. We have had frequent conferences since I have been there.

Mr. DALLINGER. How frequent?

Mr. BENWAY. Dr. Clark, Mr. Smiley, who is the chief of training, and myself, confer three or four times a day. There are generally two or three conferences a week of all the heads of all the departments.

Mr. DALLINGER. That was true both under Mr. Farwell and has been true under Dr. Clark?

Mr. BENWAY. I knew that there were conferences, but, as I say, not officially, because as supervisor of placement training, of course, I was not present.

Mr. DALLINGER. I was asking you what was done under Mr. Farwell?

Mr. BENWAY. Yes, sir; I was not a staff officer at that time.

Mr. DALLINGER. I did not understand. Have you had any conferences with the men under you?

Mr. BENWAY. Yes, sir; I have frequent conferences, on an average two a week, in which we thoroughly discuss the act under which we are organized and under which we function and the various phases of the work as affecting section 2 and section 3, and suggestions are frequently made to me. My men frequently bring in invitations to conferences with business men at which the men who handle these industries and myself are present. I had a conference arranged for to-day with the New York Retail Jewelers' Association, with two of my placement officers, and they propose to start training disabled men soon for watchmakers and jewelers. That is the way we confer; in close connection.

Mr. DALLINGER. Do you know whether the heads of the training department and of the placement division have conferences with their subordinates?

Mr. BENWAY. Yes, sir; I observe conferences frequently over in the training and advisement section. I am present at some of them.

Mr. DALLINGER. You state then as your absolute judgment, under oath, that with two or three exceptions the work in New York is going along very well?

Mr. BENWAY. It is not as satisfactory as it might be, but it is improving. It has improved to a marked degree since I have been there.

Mr. DALLINGER. I want to ask you something about the botanical garden in New York. Many have testified before this committee in regard to the botanical garden, which was called a dumping ground, where men were sent out, a great many of them without any knowledge of English and mixed in with other men who were ambitious

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to learn, that there was a terrible situation in the botanical garden. Do you know anything about that?

Mr. BENWAY. Yes, sir. I think the maximum number of men at any one time was 47 and there are to-day 30 men there. The men do the actual greenhouse work, potting plants, trimming the shrubbery, and in the spring they do all the floricultural and horticultural work connected with the establishment, and I think that they have some cultural and some technical instruction. There may have been men there who could not profit by some of the technical part of the work, but the practical work far outweighs the technical work in that establishment. We take men out there frequently, every day, and put them on the various landed estates in that branch of the work in placement training, and they have reached a certain class of men whom the board and myself have found it very difficult to dispose of. Many of those men are suffering from the effects of gas and some have a mental affliction, as well as their physical disability, a very, very difficult class of cases, but we take them out just as we find a place to put them.

Mr. DALLINGER. Do you send men there who have T. B.?

Mr. BENWAY. Yes, sir; arrested T. B. only on a doctor's examination.

Mr. DALLINGER. It is outdoor work?

Mr. BENWAY. Yes, sir; in and out in winter, and outdoor practically all the summer.

Mr. DALLINGER. In your opinion is that institution doing good work?

Mr. BENWAY. I think exceptionally good work in handling the class of men that we send there; doing exceptionally well.

Mr. DALLINGER. You do not think that this criticism of the Botanic Garden is justified?

Mr. BENWAY. No, sir; I do not.

Mr. DALLINGER. You think it is a valuable adjunct to the rehabilitation work?

Mr. BENWAY. I think it is; very valuable.

Mr. DALLINGER. Do you know anything about the charge which was made that a lot of these boys were farmed out to private parties to do a very difficult and laborious day's work?

Mr. BENWAY. I have heard the charge, and I think, with one exception, that I have heard from all of the men personally, they have written me or written the placement assistant in charge. One farm particularly was referred to. From all the information and evidence I can get, I think they are doing their duty by the boys and that the boys are receiving profitable training; very profitable.

Mr. DALLINGER. You do not think that they are overworked?

Mr. BENWAY. I do not think so; no, sir. I would not allow them to be overworked in any of the establishments, or to be placed in a position where it would seriously affect their mental and physical condition.

Mr. DALLINGER. Just what arrangement was made with this concern? Mention the name of the concern, please.

Mr. BENWAY. Lewis & Valentine.

Mr. DALLINGER. Valentine?

Mr. BENWAY. Lewis & Valentine.

Mr. DALLINGER. What was their line of business?

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Mr. BENWAY. They maintain extensive dairy farms in the South. They maintain a garden in connection with the Botanical Garden, and they also raise shrubbery and trees, ornamental shrubbery and trees.

Mr. DALLINGER. Have any of these boys been sent down South?

Mr. BENWAY. Yes, sir; some are down there now, qualifying as farm foremen, farm mechanics, operating tractors and machinery, and learning farm management.

Mr. DALLINGER. What time of the year are they sent down there; in the winter time or summer time, or both?

Mr. BENWAY. Both. Some were send down about the 10th of February; I think the first number went down about the 10th. I received a letter from them afterwards in which they said that it was an excellent opportunity and they were doing well.

Mr. DALLINGER. Were any sent down last summer, in the hot weather?

Mr. BENWAY. I can not say; I was not identified with the board.

Mr. DALLINGER. You do not know?

Mr. BENWAY. No, sir. I think not. I think that was the only number sent down. They have written back to some of the boys in the Botanical Garden urging them to come down.

Mr. DALLINGER. Have you had any complaint from any of the boys sent to this concern or to the Botanical Garden about their treatment, about the kind of training they are receiving?

Mr. BENWAY. There was one complaint about failure to receive technical books which they required. There was another complaint of the failure to receive the proper agricultural clothing which they require—that is, heavy hobnailed shoes, overalls, and so on.

Mr. DALLINGER. Were those complaints attended to?

Mr. BENWAY. They were. We are required by the regulations of the Treasury Department to receive three bids for all supplies, and that is one thing that handicaps us greatly. We can not go out in the open market and buy the necessary things for the boys. We have to receive three bids and they should be presumably competitive, and the lowest bidder gets it. With our restricted force we have been very much handicapped by that restriction. They received the clothing and supplies which they required, but it took some time; it took more than it should to get some supplies and the equipment and tools furnished the boys in training.

Mr. DALLINGER. As I understand, you have had some complaints, a few cases, in regard to books or clothing?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. Have you had any complaint from any of the boys as to the Botanical Garden or as to this Valentine concern as to the character of their training?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. How many complaints?

Mr. BENWAY. I have had two personally visit me and complain. They did not complain of the character of training, but they complained that they were not being trained in what they desired.

Mr. DALLINGER. What did you do in those cases?

Mr. BENWAY. I sent for one man—I will just briefly give you what the conditions were. He had been a Brooklyn subway guard and said that he wanted training on the violin. I was rather against it,

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because he had a disability that would interfere with the free use of his right arm—he had a shoulder wound—but as it came under the training department I referred him to the supervisor, who sent him down to Frank Damrosch, a brother of Walter Damrosch, and he reported back that it would be unprofitable to train that man along his desired vocation.

Mr. DALLINGER. What happened?

Mr. BENWAY. He went away and came back in about two weeks and said that he wanted to be an auto mechanic—a one-legged man, with a major amputation—and we sent him to an automobile school, and the proprietor of the school or department was not there, so the man came back, and we had the doctor pass on him, and he said that it would be a very injurious thing for the man.

Mr. DALLINGER. You have had two complaints?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. Since you have been there, about the 1st of January, how many complaints have you had in all as compared with the number of men that you have sent to this place?

Mr. BENWAY. The Botanical Garden, you refer to?

Mr. DALLINGER. Yes, sir.

Mr. BENWAY. Those are the only two I have had personally.

Mr. DALLINGER. How many cases have you placed with the Botanical Garden?

Mr. BENWAY. This will not be very accurate. It is my assumption that there have been about 70 or 80 men there. They have been put in and taken out and put into more practical training.

Mr. DALLINGER. About 2 out of 70?

Mr. BENWAY. Two are the only ones that I have direct knowledge of.

Mr. DALLINGER. Do the 70 include the number of men placed with the Valentine concern?

Mr. BENWAY. Yes, sir. I think I would raise that to as high as 90 altogether.

Mr. DALLINGER. So far as you know of the 90 men you have placed in those two places only two of them have been dissatisfied and the other 88 have been satisfied apparently with their training. Is that not so?

Mr. BENWAY. Yes, sir. I received a communication which was signed by 28 stating that some man who had appeared before this committee did not represent their sentiment or feelings in any way and saying that they were very well satisfied.

Mr. DALLINGER. Have you a copy of that?

Mr. BENWAY. I sent a copy of it to my chief. I think it was embodied in two memorandums rather than one.

Mr. DALLINGER. I suppose that referred to the testimony of a witness who appeared before this committee?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. And who stated that half of the boys were ambitious to pursue a certain course and that a certain professor wanted to prevent them from doing that and that about 20 or 25 other boys who could not read or write the English language were totally unfitted for the work?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. And it was about that you received the letter?

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Mr. BENWAY. Yes, sir; I received personal letters from the men.

Mr. DALLINGER. Do you know anything about the Greenberg concern?

Mr. BENWAY. Yes, sir; I am very well acquainted with that concern. The men are placed in Greenbergs to learn the clothing trade; not one operation, but all the operations, so as to become finished operators. A contract was effected with Greenberg as of March 11, whereby we were to repay Greenberg for the cost of the supplies, the Federal board would pay $3 per week per man. The contract is not retroactive; it dates from March 11. At the time that was effected we had no industrial establishment, no clothing industrial establishment where we could train these men in the various operations. Since then we have another establishment, the United States Government Fleet Supply Base, where they also train them, but in Greenberg's to-day I think there are 44 or 45 men, and in the Fleet Base 22 men. Greenberg employs two instructor foremen, one receiving $132 a week and the other $110. They have all the equipment of a well, up-to-date conducted clothing factory, and outside of three or four employees who clean the establishment and bundle up the refuse, waste, and scraps, the work is carried on by the boys—the productive work. It is general clothing, overcoats, uniforms, and business suits of all kinds.

Mr. DALLINGER. Are you acquainted with a man by the name of J. Edward Mayman, principal of the Seward Park School?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. Have you read Mr. Kanter's testimony before this committee?

Mr. BENWAY. I read it in the New York press.

Mr. DALLINGER. What have you to say about that case?

Mr. BENWAY. Do you wish me to comment on the man or review the case?

Mr. DALLINGER. Well, of course, the charge is generally that Mr. Mayman no sooner starts to teach a man than you take him out, discontinue the training before he has a chance to complete it.

Mr. BENWAY. The Seward Park Educational Alliance does not come under my control or jurisdiction. That comes under the control of the supervisor of training, Mr. Paul Smiley. Mr. Smiley has a training officer down there to represent him, and when the training officer determines, in his opinion, that the man should be taken out of the school and put in placement or industrial training, the case is transferred to me and we have somebody appear for the board. I have no control over that at all, that is wholly under his charge. I might state that I have a placement assistant, an industrial man, who cooperates with Mr. Shoemaker and based on their recommendation Mr. Smiley acts, and I take care of the men.

Mr. DALLINGER. It seems that this man Kanter claimed that his training was discontinued without any notice. Let me read a part of the testimony.

Mr. BENWAY. Certainly.

Mr. DALLINGER (reading):

Mr. KANTER. But Mr. Benway told me——

The CHAIRMAN (interposing). Who is Mr. Benway?

Mr. KANTER. He is the head placement officer of the Vocational Board in New York.

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The CHAIRMAN. And did he tell you that you had been discontinued?

Mr. KANTER. Yes, sir; and so did the Elks' Fund downstairs tell me that, too. That is the very words they told me.

Then he said:

I haven't received any pay yet.

And then he said:

Mr. Benway told me my training was discontinued. I have got to go back to the War Risk now. That is just the very words Mr. Benway told me. Mr. Chappelle told me, and I believe Mr. Clark told me, too.

The CHAIRMAN. They did not give any reason why?

Mr. KANTER. No, sir; I have asked them the reason. I says, "Give me a letter stating that," and they wouldn't give me a letter of any kind.

Then a letter was introduced dated March 18, 1920, as follows:

To whom it may concern:

Mr. Kanter was a student in this school until March 2, when his training was discontinued. While here his record for effort, conduct, regularity of attendance, and punctuality was excellent. He showed an appreciation of the opportunity that the Government was offering him that was commendable. I can only add that given the opportunity again he will use it to the best advantage of both himself and the community.

Respectfully,

M. SCHWARZ BARTH, *Teacher.*

And it is marked, "Approved March 18, Edward Mayman," who was the principal of this school.

Did you tell him that his training was discontinued?

Mr. BENWAY. I told him that it was discontinued. In order to get a fair idea of the case, I will give you the facts leading up to it:

Kanter was a man who wanted diamond setting and nothing else but that. Training in diamond setting requires a certain amount of jewelry training previous to that. At the time he desired the diamond training we had a strike on of the jewelers in New York and Mr. Kanter was told that we could not secure him an opportunity until the employers got together and settled their differences. He was put out at the Seward Park Rehabilitation School until there would be a settlement of this industrial dispute. He was down there three or four weeks and I became convinced, through information received from my placement officers who have charge of this training, that it was likely to be a long drawn out affair and that we could not say when the strike would be adjusted, if ever, but we had ample opportunities outside of New York, and so I called Kanter in and I told him that we had an opportunity but it was outside of New York and that he should take it, because this strike would never be settled, in my opinion. As a matter of fact, it is still in existence to-day.

At the same time I received a letter from, I think, the Fox Hospital, referring me to a manufacturing jeweler in Newark, who they said had lost a boy or a nephew in the service and was very desirous of giving boys training in the jewelry work, that he would train him in jewelry work and give him diamond setting eventually. I talked over the phone with the placement officer at Newark and he found out that he had one man there and could not take another. Then he went down and made contract with a factory whereby Mr. Kanter was to report there. Mr. Kanter—I can not give the exact date—was to report on Wednesday morning. On Thursday morning he failed to show up and telephoned that he had the toothache, and

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finally he did show up on the following Monday morning. By that time the owner of the factory said, his representative said that he did not care for him, that he thought he did not pay much attention to punctuality, and so forth, and phoned over to me and said that he did not want him.

I might say that when he was called into the office he lived in Stamford, Conn., and commuted back and forth to Seward School.

Mr. DALLINGER. Right in that connection, I want to call your attention to the testimony on page 414, part 7, of the hearings:

Mr. KANTER. He wanted me to work in a pen factory or go to Newark, N. J., and work in some jewelry place, and I told him I have got a widowed mother up home whom I would like to go up home and see every day. I was commuting from New York to Stamford every day—paying at the rate of $13 a month. My home is in Stamford.

What have you to say about the pen factory?

Mr. BENWAY. He was put in there because it was necessary to keep him—if he was to be on the Federal board pay roll he must be in some kind of profitable training. I might say that he has been handled by seven officers; he has had nine opportunities, nine different opportunities offered him in industrial training in the entire State of New York, barring diamond setting. I offered him diamond setting in any place in the entire district of New York if he would designate where it should be; I offered to send him any place he wanted to go, but he said no, that he would get diamond setting in New York or find out the reason why.

Mr. DALLINGER. Your testimony is that this man could not be given the training he wanted in New York City?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. And could not to-day, on account of the strike?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. And you made arrangements with this concern in Newark, N. J., where he could get the training he needed?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. Where he could eventually learn the trade that he desired?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. And he absolutely refused to take it?

Mr. BENWAY. Yes, sir; he absolutely refused to take it. I will amend that. When he finally went down to report there the man in charge of the department said that he would not take him, because he did not keep his appointment and they did not want that type of man.

Mr. DALLINGER. I want to call your attention to the testimony on page 424 of the same Part 7:

Mr. KANTER. Well, that is what I understood them to tell me up there. Another man tells me I ain't, and I don't know what they are going to do with me. I have tried to reason with them and all like that, and they won't treat with me. They call me all kinds of names.

Mr. ROBSION. Tell us some of the names they called you.

Mr. KANTER. Well, Mr. Marks told me that last night, and told me that a week ago, that it was either Mr. Benway—I just don't remember who it was—that called me a skunk up there, yesterday.

Mr. ROBSION. Who did that?

Mr. KANTER. Mr. Benway or Mr. Clark. Now, that is what Mr. Marks said. He is the representative of the Seward Park School, the president of the Seward Park School.

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Did you ever use any opprobrious names with reference to this man?

Mr. BENWAY. No, sir.

Mr. DALLINGER. You never called him a "skunk?"

Mr. BENWAY. I might have been strongly inclined to use an offensive term, but I should not care to put myself on record by doing that.

Mr. DALLINGER. This man claims that he has heard that you called him some very opprobrious names?

Mr. BENWAY. Probably he has. I have never on my part used those terms. He has used some very extreme language to me which I have, as a matter of record, in the presence of the entire force, the men and women up there.

Mr. DALLINGER. In other words, you think that you have had provocation to use very extreme language, but you have refrained?

Mr. BENWAY. I have refrained; yes, sir.

Mr. DALLINGER. You do not recall any occasion when you spoke of that man in opprobrious terms?

Mr. BENWAY. No, sir; I might say that prior to terminating his training he was called into conference with Mr. Clark and myself personally, the conference lasted from 5 until 8.30 o'clock, in which Mr. Clark strongly urged him to take training along the lines desired at Newark on account of the strike in New York and told him that if he did not intend to cooperate with the board the board would have to discontinue his training. That was fully explained to him and he left the office saying that he was going to Washington. That was three weeks before the termination of his training. After all of this occurrence he was reinducted into training and given more opportunities and he has broken two or three appointments.

Mr. DALLINGER. Why did you not keep him a little longer at school where he apparently was doing so well?

Mr. BENWAY. The purpose of the Vocational Board is to rehabilitate a man vocationally; a man is entitled to so much education as to allow him to profitably take a course.

Mr. DALLINGER. And you think he had acquired all the prevocational education that he needed?

Mr. BENWAY. Yes, sir.

Mr. DALLINGER. That is the reason you did not keep him any longer?

Mr. BENWAY. Yes, sir; the seventh-grade school.

Mr. DALLINGER. He testified that he did not know anything about mathematics, that he could not add or subtract and it would have been a good plan to keep him in school until he had some elementary knowledge of mathematics?

Mr. BENWAY. In my opinion, a man from a seventh-grade school has acquired sufficient knowledge for vocational training.

Mr. DALLINGER. The fact that he had gone out of the seventh grade would not be conclusive evidence, it might be prima facie; if you found a man had been in the tenth grade or was a graduate of a high school and he could not add or subtract it would be pretty good evidence that he did not know very much.

Mr. BENWAY. But Mr. Kanter was a man who had sufficient education to profitably take this course in jewelry and diamond setting in Newark or any other course along that line.

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Mr. DALLINGER. Why was he not told in the English language that he was discontinued?

Mr. BENWAY. He was told.

Mr. DALLINGER. He says that he was not.

Mr. BENWAY. Communications were sent to his home, to the school, to the War Risk, and to the chief clerk's office on the same day. The War Risk received it and the chief clerk's office received it, showing they were sent in six similar forms all made out at the same time.

Mr. DALLINGER. How do you account for the fact that the principal of this school, Mr. Mayman, wrote a letter over his own signature stating that he knew nothing whatever of the termination of this boy's education?

Mr. BENWAY. I presume there is some friendly feeling between Kanter and Dr. Mayman.

Mr. DALLINGER. Do you think that Mr. Mayman would sign a letter, stating that he did not know anything about it? I will read this letter again:

DEAR SIR: At the request of Mr. Irving Kanter, who is a student at this school, I beg to inform you that no notice to discontinue his training has been received by us or by him, as far as we know.

Mr. BENWAY. I presume he wrote that in good faith. I presume he did; I have no reason to doubt it.

Mr. DALLINGER. Do you think it is a proper way for the Vocational Board to act, not to notify the superintendent or the principal of the school that a boy in training has been discontinued?

Mr. BENWAY. We do notify all the agencies interested. It might not have been brought to his attention. Communications frequently go astray. The War Risk was notified; the chief clerk's office was notified; they were all notified by the same form which was sent out at the same time. This is the first time that I have ever heard of any institution not being notified.

Mr. DALLINGER. Did Mr. Kanter change his first location?

Mr. BENWAY. No, sir; in fact, he was notified by the Federal Board employees.

Mr. DALLINGER. In your hearing?

Mr. BENWAY. Yes, sir; by the D. V. O., Mr. Clark. He was notified at the time that training would be terminated the same day unless he complied with the requirements.

Mr. DALLINGER. The fact that the notices were not sent out would seem to be borne out by the fact that the principal of the school did not receive any?

Mr. BENWAY. I think that simply indicates that he never received it, but I do not think that it indicates that it was not sent. Two agencies received two copies of the same notification made at the same time on the same typewriter, the same carbons.

Mr. DALLINGER. So you think that Mr. Kanter was treated in every way——

Mr. BENWAY (interposing). With the greatest consideration.

Mr. DALLINGER. With the greatest consideration?

Mr. BENWAY. By the officers who handled his case.

Mr. DALLINGER. And he has no grounds——

Mr. BENWAY (interposing). No valid grounds.

Mr. DALLINGER. Of complaint against the Federal board?

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Mr. BENWAY. Not a bit; no, sir.
Mr. DALLINGER. That is all. You are excused.
The committee will adjourn until 2 o'clock this afternoon.
(Thereupon the committee took a recess until 2 o'clock p. m.)

AFTER RECESS.

The committee reassembled at 2 o'clock p. m., pursuant to recess.
The CHAIRMAN. The committee will please come to order. Mr. Boland will you please take the witness chair?

STATEMENT OF MR. F. W. BOLAND.

(The witness was sworn by the chairman.)
The CHAIRMAN. Give your full name and your present address to the stenographer.
Mr. BOLAND. F. W. Boland; residence, 5826 Morrowfield Avenue, Pittsburgh, Pa.
The CHAIRMAN. Mr. Boland, what is your work at present?
Mr. BOLAND. I am director of the Alleghany Vocational School, Pittsburgh.
The CHAIRMAN. What is the Alleghany Vocational School?
Mr. BOLAND. It is a special school that I started for the purpose of educating the disabled discharged soldiers for the Federal board.
The CHAIRMAN. Then, it is of recent origin?
Mr. BOLAND. Yes, sir.
The CHAIRMAN. Did you start it?
Mr. BOLAND. Yes, sir; I started it.
The CHAIRMAN. When?
Mr. BOLAND. September 1.
The CHAIRMAN. Of what year?
Mr. BOLAND. 1919.
The CHAIRMAN. What had you been doing prior to that?
Mr. BOLAND. I was supervisor of industrial education in the Pittsburgh schools—that is, in the high schools.
The CHAIRMAN. In the public-school system?
Mr. BOLAND. Yes, sir; in the public-school system.
The CHAIRMAN. How long had you been in that position?
Mr. BOLAND. About one year in that position.
The CHAIRMAN. What was your salary in that position?
Mr. BOLAND. In that position alone it was $275 a month.
The CHAIRMAN. That would amount to, for the school year, how much?
Mr. BOLAND. $2,750. That was at the time, of course, that I started this work; that was my salary, but, of course, it would have been considerably more at the present time had I stayed with the board.
The CHAIRMAN. You mean by that that there has been an increase of salary?
Mr. BOLAND. Quite an increase.
The CHAIRMAN. In Pittsburgh?
Mr. BOLAND. Yes, sir.
The CHAIRMAN. How long have you been connected with the public-school system of Pittsburgh?

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Mr. BOLAND. About five years. I can not say the exact number of years in Pittsburgh.

The CHAIRMAN. That is sufficient. What was the line of your teaching?

Mr. BOLAND. First I had charge of the industrial education; that is, the industrial work at Franklin School; second, the Fifth Avenue School; transferred over to the Schenley High School, and from the Schenley High School to supervisor of high school industrial training.

The CHAIRMAN. As supervisor, you had control of all this work throughout the city?

Mr. BOLAND. Yes, sir.

The CHAIRMAN. What led you to build the special school?

Mr. BOLAND. Well, I started in a way before September 1; that is, I started a receiving station or opened a receiving station—in July, 1919, in the Schenley School. Dr. Boland, then district vocational officer, was directed to me. I was supervisor of industrial education, and he was directed to me, because he wished to have the school started in Pittsburgh—or opened in Pittsburgh—and he asked if I would start such a school. The board of education granted me permission to use the Schenley High School and I started there July 1, as I remember.

Well, I was interested in the work; that was the reason I started it. I was just asked to do it and I did it. I thought that I was qualified to do that particular kind of work and I just did it.

The CHAIRMAN. You began the work in connection with your school work?

Mr. BOLAND. No; school was out at the time. I was doing nothing at the time.

The CHAIRMAN. You had permission of the Schenley High School? You had permission to use the Schenley High School building?

Mr. BOLAND. Yes; I had permission to use the shops in the Schenley High School for this work.

The CHAIRMAN. And what you were doing was upon the invitation of the head of the rehabilitation work in Pittsburgh? Was Roland the head of that work?

Mr. BOLAND. No; he was district vocational officer?

The CHAIRMAN. Located where?

Mr. BOLAND. At Philadelphia.

The CHAIRMAN. What is this Alleghany Vocation School as to equipment?

Mr. BOLAND. Alleghany Vocational School had very little equipment at the time I took it over. It was an old school. It was known as the Alleghany Preparatory School before I leased it. It had not been used for four years.

The CHAIRMAN. Was it in shape, so far as equipment is concerned, to go on with the work?

Mr. BOLAND. No, sir.

The CHAIRMAN. Who equipped it?

Mr. BOLAND. I have equipped it.

The CHAIRMAN. Upon what funds?

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Mr. BOLAND. With my own funds; funds I borrowed; and with funds that I have since gotten through my work for the Federal board.

The CHAIRMAN. Did you have an contract with the Federal board as to equipment?

Mr. BOLAND. No; I had no contract with the Federal board as to equipment.

The CHAIRMAN. You have a contract, though, with the board, haven't you, as to training?

Mr. BOLAND. Yes; I do have.

The CHAIRMAN. What is that contract?

Mr. BOLAND. That I am to have a minimum of 50 men per month for one year at $35 per month for all over 150.

The CHAIRMAN. That would mean that if you did not have that number the Government would pay for that?

Mr. BOLAND. Would pay for that; yes, sir.

The CHAIRMAN. Well, how has that proved out? Have you ever had less than the guaranteed number?

Mr. BOLAND. No, sir; I have not.

The CHAIRMAN. Have you had many more than the guaranteed number?

Mr. BOLAND. Yes, sir.

The CHAIRMAN. What number have you had?

Mr. BOLAND. I have about 500 men at the present time.

The CHAIRMAN. How much of a force do you have with you to do this teaching?

Mr. BOLAND. I have 30 teachers.

The CHAIRMAN. That overhead expense would run about how much per month?

Mr. BOLAND. You mean for teachers alone?

The CHAIRMAN. Well, I am trying to get at the cost of the work you are doing.

Mr. BOLAND. The total overhead; would you like that?

The CHAIRMAN. Yes.

Mr. BOLAND. The total overhead for last month was approximately $13,500.

The CHAIRMAN. For last month?

Mr. BOLAND. No; not last month; for the month of April. I can not say for last month.

The CHAIRMAN. Last month would be April.

Mr. BOLAND. The month of March, I mean.

The CHAIRMAN. And the 500 would be something like 350 at $30 a month; the others $35?

Mr. BOLAND. Yes, sir.

The CHAIRMAN. Are you finding that a profitable movement for you?

Mr. BOLAND. I haven't made anything—that is, I haven't taken any money from my work for the Federal board up to the present time.

The CHAIRMAN. Has the equipment that is necessary to run this school been expensive?

Mr. BOLAND. It has been expensive.

The CHAIRMAN. Could you give us a statement as to that?

Mr. BOLAND. No, sir; I could not give you an exact statement as to the cost of equipment, but as I figure the equipment it has cost

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approximately, from the time I started, $1,100 a month—that is, an average cost. That would mean that there is likely $7,000 or $8,000 worth of equipment that I purchased up to April 1.

The CHAIRMAN. Well, is your equipment large enough to take care of 500 men?

Mr. BOLAND. Yes, sir; my equipment is large enough to take care of—well, no; I would say it isn't. My equipment is large enough to take care of men taking the training at the present time, but as they come on ready for training I will add to that equipment.

The CHAIRMAN. Do you contemplate a larger attendance than 500?

The BOLAND. No, sir; I do not.

The CHAIRMAN. Is that the limit?

Mr. BOLAND. That would be likely my limit.

The CHAIRMAN. What do you teach? How many courses are you giving in that school?

Mr. BOLAND. A course in machine shop; electrical work, electrical shop; storage-battery repair work; sheet-metal work; structural lay-out or templet making; shoe repairing; cabinetmaking and carpentry; mechanical and architectural drawing. And the regular courses in elementary school work; that is, the Americanization courses and elementary bookkeeping courses.

The CHAIRMAN. How long is the average course?

Mr. BOLAND. I can't answer that question, I think, at the present time; that is, I can't say how long it would take for a course.

The CHAIRMAN. Who would determine how long a man should be in the school before he has completed the work?

Mr. BOLAND. Well, I think I would determine that, but I usually recommend a man for a long enough period so that he could take or complete a course; that is, if I figure that it will take from one to two years to train certain men, depending upon the man.

The CHAIRMAN. You understand the significance of my question? If a student is in the school a short time, judging from the profit standpoint, it would not mean much to the institution; if he is there quite a length of time it might mean considerable, and my question is: Does the board have anything to say as to when that man shall be regarded as having been trained, or is that with you altogether?

Mr. BOLAND. Well, since we have not, or I have not, had the men long enough to say, I can not answer that question, but I think the man himself would know. I had not thonght of it just that way.

The CHAIRMAN. One thing I am interested in is how long this present work is likely to continue. We have been interested in whether the work will be completed within a certain time. I say, "We"; I mean Members of Congress, seeking the information necessary for appropriations. You have not had the men long enough to indicate?

Mr. BOLAND. No; I have not. Now, for instance, there are a number of men taking this course—I call it a course—in elementary bookkeeping. Now, those men are men who have formerly worked as coal miners. They have very little education, some of them; they have been wounded in the arm or in the leg, and they can no longer carry on coal mining. At first, I did not know what to do with those men; so I went to the coal company and they told me—or first, they sent me to the mines and I looked into the work around the mines and found that these men could follow such work as timekeepers, weighmen,

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coal tenders, and such work, if they were trained to do it, and I organized this elementary bookkeeping course, which is really a sort of timekeeper or shop-account keepers' course. It is a course just in Americanization, followed up by record keeping. Several of those men are about ready to take up such work and they have been with me for less than six months; yet, at the beginning I thought those men might take longer than a year, but I find that they are about ready to go out on the job now.

The CHAIRMAN. That would mean that the men take to the work more readily than you thought they might?

Mr. BOLAND. Yes; at the beginning.

The CHAIRMAN. Learning more rapidly?

Mr. BOLAND. Yes, sir.

The CHAIRMAN. May I ask you whether your courses are such that entrance can not be had until some prevocational work had been done, and do you give such prevocational work, and how long do you permit it? Suppose here is some one that wants to take a course in law. He has not the equipment for it. Do you undertake to prepare him for it?

Mr. BOLAND. No, sir; I do not.

The CHAIRMAN. How do you draw the line on that?

Mr. BOLAND. I would recommend that man to a different school. I would not try to handle that particular man. In other words, any man having more than a first-year high-school training is recommended by me to some other school. I handle all of the low-grade men, not the higher-grade men, in the first-year high school, unless the man requests that I keep him at that particular school.

The CHAIRMAN. What are the qualifications that you require for your teachers?

Mr. BOLAND. Well, first, they are good teachers. I have, I think, the best teachers that I can find.

The CHAIRMAN. What salaries do you pay?

Mr. BOLAND. I pay as high as $325 a month to teachers.

The CHAIRMAN. I notice you give it by months. Is that because you do not hire by the year?

Mr. BOLAND. No; it is not because I do not hire by the year, but I do not know—we have just paid teachers that way.

The CHAIRMAN. Where do you get your teachers?

Mr. BOLAND. Several of the teachers have taught in the public schools of Pittsburgh or in towns handy to Pittsburgh.

The CHAIRMAN. Do you pay more than Pittsburgh city pays?

Mr. BOLAND. I think I do.

The CHAIRMAN. Do you run any night school there?

Mr. BOLAND. No, sir; I do not.

The CHAIRMAN. Your school is run at the time the Pittsburgh schools are in session, so that the teacher that teaches for you is not teaching also in the Pittsburgh schools?

Mr. BOLAND. No, sir.

The CHAIRMAN. You said a moment ago you had 30 teachers?

Mr. BOLAND. Yes, sir.

The CHAIRMAN. And in enumerating the courses you enumerated more than a dozen, considerably? Now, what is the length of those courses? Do they differ in length? Will one person be trained in

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so many months; another person in so many more months? How is that? It takes no longer to train a person for one thing that it does for another?

Mr. BOLAND. Oh, yes; certainly. I can not answer that question. I do not think—I have not laid out a course that would require any particular time, up to the present time.

The CHAIRMAN. Do you run the year round?

Mr. BOLAND. Well, yes. You see, the school is new, and I figure——

The CHAIRMAN (interposing). Do you contemplate running the year round?

Mr. BOLAND. Yes; I do.

The CHAIRMAN. We had some testimony to the effect that your school was rather a try-out school. That, I presume, was what you referred to when you spoke of the receiving station?

Mr. BOLAND. Yes; and it is at the present time. That is, a man will be sent there just as he was sent to the Schenley High School receiving station for try-out work, and he will be either recommended for a continuance of the work at my school or to some other school.

The CHAIRMAN. Tell the committee what is the full significance of the try-out work? How long do you keep them?

Mr. BOLAND. Well, of course, that depends a great deal upon the man. I am asked to make a recommendation within 60 days, but I am allowed to make a request—that is, I often ask that this be extended for a period of time—four weeks or possibly eight weeks longer.

The CHAIRMAN. You mean the men ask you or the board asks?

Mr. BOLAND. I ask the board. I make the request of the board.

The CHAIRMAN. Mr. Robsion, you wanted to ask Mr. Boland some questions?

Mr. ROBSION. Yes. How old a man are you, Mr. Boland?

Mr. BOLAND. Forty-four.

Mr. ROBSION. How long have you been engaged in teaching work?

Mr. BOLAND. About 20 years.

Mr. ROBSION. In what school were you trained?

Mr. BOLAND. I am a graduate of the Carnegie Institute of Technology. I might say that I have taken special work at the University of Wisconsin and at Cornell University.

Mr. ROBSION. In what work were you engaged immediately before you took this contract with the board?

Mr. BOLAND. I was supervisor of industrial education in the high schools, Pittsburgh.

Mr. ROBSION. How long had you held that position?

Mr. BOLAND. About one year, I think; just a year.

Mr. ROBSION. I think in view of this situation that we should go somewhat into the details in your school. If it is a compliment, you have the compliment of having more disabled soldiers in your school than any other of the great schools of the United States by long odds. I will read you a list as they appear from the report submitted by Mr. Lamkin. Next to yourself Franklin Institute, of Boston, heads the list, with 458; Newark Technical School, 319; International Correspondence School, 351; Spring Garden Institute, 253; Temple University, 312; Georgia School of Technology, 233; Mississippi State Agricultural and Mechanical University, 313; Tulane

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University, 224; Ohio Mechanical University, 252; Ohio State University, 166; Northwestern University, Chicago, 173; University of Michigan, 77; University of Wisconsin, 277; Iowa State Agricultural College, 307; University of Michigan, 350; University of Washington, 200; Oregon Agricultural and Mechanical State College, 171; Oklahoma Agricultural and Mechanical College, 70; Texas Agricultural and Mechanical College, I believe, is 200.

Now, in view of the fact that your school, and a private institution, has more disabled soldiers than any other great school or university in America of any character or kind, I feel it is my duty to go into that school with a great deal of particularity. What do you think about it, Dr. Fess?

The CHAIRMAN. Go ahead. We want all the facts.

Mr. ROBSION. Because, as one member of the committee, I want to know how it is that they can pick out a single man, one man, and he alone finance the school with seven or eight thousand dollars of equipment, and have placed in his charge more students than the greatest educational and mechanical institutions of this country that have millions of dollars in endowment and other means of taking care of disabled soldiers. So I am going to be very frank with you and want you to be frank with me. Nothing personal nor offensive, but just getting right to the bottom of this thing; and if your school is a scheme we ought to know it, and if it is not a scheme we ought to know it.

Have you that contract with you?

Mr. BOLAND. Yes, sir; I do have it.

Mr. ROBSION. I would like to see your contract.

(Mr. Boland presented a paper to Mr. Robsion.)

I will just read the contract for the benefit of the committee.

This contract made and entered into this 1st day of September, 1919, by and between F. W. Boland, party of the first part, and the United States of America, by C. A. Prosser, Director Federal Board for Vocational Education, acting under the authority of the said board and for and in behalf of the United States of America, party of the second part, witnesseth:

First. That for and in consideration of the covenants and payments hereinafter mentioned to be performed and made by the party of the second part, said party of the first part hereby agrees, for the period from September 1, 1919, to June 30, 1920, to maintain a special school for disabled soldiers, sailors, and marines at Pittsburgh, Pa., furnished with such equipment and with such qualified and efficient instructors as may be necessary for the proper instruction of disabled persons in the following subjects: Citizenship, English, arithmetic, "try-out" and vocational courses in carpentry, cabinetmaking, sheet metal drafting, machine-shop practice, and electrical wiring, including all necessary related technical subjects, and to instruct and train therein in the courses above mentioned such students, in a number not to exceed 200, as may be approved under the vocational rehabilitation act by the Federal Board for Vocational Education, it being understood and agreed that such instruction and training shall at all times be subject to the approval of an authorized agent of the said board. The said party of the first part further agrees to furnish to such persons as may be placed for instruction in said school, at the expense of the said party of the second part, such books, stationery, stationery supplies, and tools as may be required for the individual use of such persons.

Second. That upon the condition that the said party of the first part faithfully performs each and every provision hereof, the said party of the second part agrees to pay to the said party of the first part as compensation for the services to be rendered under this contract, $5,250 per calendar month, and in the event the number of persons in training in said school during any calendar month is in excess of 150 in number, in addition to said sum an additional amount of $30 for every person in excess of said 150. In addition, the said party of the second part agrees to pay to the said party of the first part all

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charges involved in providing necessary books, stationery, stationery supplies, and tools for individual use of students approved for training by this board; said compensation and charges to be paid on the first day of each month for the month preceding, or as soon thereafter as properly prepared and approved vouchers are received by the disbursing officer.

Third. It is further agreed by and between the parties hereto that the work in the school shall at all times be open to the inspection of the agents of the Federal board, and that the party of the first part shall render such reports on the work of individual men as may from time to time be required by the authorized agent of the board.

Fourth. It is further agreed by and between the parties hereto that this contract shall not take effect until approved by the Federal Board for Vocational Education.

In witness whereof the parties hereto have hereunto set their hands and seals the day and year first above mentioned.

(Signed) F. W. BOLAND,
UNITED STATES OF AMERICA.
C. A. PROSSER, *Director*.

Approved:

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
E. JOS. ARONOFF, *Secretary*.

SEPTEMBER 11, 1919.

Mr. ROBSION. Before this contract was entered into, did the Federal board make an effort to secure your services to engage in this work?

Mr. BOLAND. Yes; they asked if I would take charge or conduct this school on a half-time basis; that is, I was asked if I would do this work for the Federal board.

Mr. ROBSION (interposing). What I meat was, were you asked to take employment as one of the officers or employees of the board, on a salary?

Mr. BOLAND. Yes; on half-time basis; salary on half-time basis; yes, sir.

Mr. ROBSION. What did they offer you for that?

Mr. BOLAND. A salary equal to half the salary I was getting from the public schools of Pittsburgh.

Mr. ROBSION. How much was it?

Mr. BOLAND. Well, that would have been half of twenty-seven fifty.

Mr. ROBSION. And you declined that offer?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. Now, who first approached you, or whom did you first approach about entering into this contract to run this school?

Mr. BOLAND. Dr. Roland, district vocational director or officer.

Mr. ROBSION. Where did he live?

Mr. BOLAND. He was in Philadelphia.

Mr. ROBSION. Dr. Roland?

Mr. BOLAND. Roland; yes, sir.

Mr. ROBSION. And when was that? Now, did he approach you or did you approach him?

Mr. BOLAND. He approached me.

Mr. ROBSION. He is the man that suggested that you get up a school?

Mr. BOLAND. He was the man that had me open the Schenley High School receiving station. That was the beginning of my work with the Federal board.

Mr. ROBSION. On what terms were you to open the Schenley High School? What was Dr. Roland's proposition?

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Mr. BOLAND. Well, I entered into the contract with the Federal board to open the Schenley High School, and I was to receive or did receive $35 per month per man.

Mr. ROBSION. When was that?

Mr. BOLAND. That was in July.

Mr. ROBSION. Nineteen hundred and nineteen?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. How long did you run on that plan?

Mr. BOLAND. Two months.

Mr. ROBSION. How many men did you have the first month?

Mr. BOLAND. I do not know. The men came in. The first man, I remember, came on July 7.

Mr. ROBSION. How many did you have? More than the first one, did you not?

Mr. BOLAND. I had, the 7th, one man; and the 8th, probably two or three, and so on. I would say.

Mr. ROBSION (interposing). Maybe you can tell us this: How much did you take in for July? How much did the Government pay you for July, 1919?

Mr. BOLAND. I think it was less than $1,000.

Mr. ROBSION. And who was teaching in that school? I mean devoting their whole time to the soldiers?

Mr. BOLAND. They were teachers from the public-school system.

Mr. ROBSION. Fill ins?

Mr. BOLAND. No, sir; it was not fill in. It was during the summer vacation period.

Mr. ROBSION. Well, who were they and how many were there?

Mr. BOLAND. I think, in all, I had nine teachers at the Schenley High School.

Mr. ROBSION. All the time?

Mr. BOLAND. Not from the very beginning; no, sir.

Mr. ROBSION. On an average, how many did you have?

Mr. BOLAND. I think about seven or eight.

Mr. ROBSION. Seven teachers?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. How much did you pay those seven?

Mr. BOLAND. Well, I paid them about the same salary, or possibly a little more than they were getting in the public schools.

Mr. ROBSION. Now, that would not mean anything to this committee. We do not know what those people were getting. That is no answer at all to my question, Mr. Boland.

Mr. BOLAND. Well, I can not say. I do not know how much I paid them. I do not have it with me. I can not say just what it was.

Mr. ROBSION. Well, a man running a big school like this, a big business like this, ought to know something about this.

Mr. BOLAND. You must understand, I was only a school-teacher when I started into this work.

Mr. ROBSION. You have grown pretty fast, have you not?

Mr. BOLAND. Yes; I have.

Mr. ROBSION. Well, perhaps you could tell us this. How many did you have in August, 1919?

Mr. BOLAND. I think I had something more. I can not say definitely—about 125. The first of September——

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Mr. ROBSION (interposing). How many did you get that month? About how many?

Mr. BOLAND. Well——

Mr. ROBSION. I used to be a school teacher myself and I knew just about to a nickel what I was getting. I had to know.

Mr. BOLAND. I think I could tell you that if I had my records with me, but I do not. I received enough to pay my teachers, to pay for my equipment that I purchased at the Schenley High School. That is about all I got.

Mr. ROBSION. How much did you have in equipment? How much did you pay for that?

Mr. BOLAND. Well, even that I do not know. You know, it is hard to remember those things. I can not remember.

Mr. ROBSION. But, now, who suggested this contract, this new scheme, this new arrangement?

Mr. BOLAND. Well, I do not know. The Federal board officer—the district vocational officer—at Philadelphia, suggested it.

Mr. ROBSION. Did you get up this contract?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. And when you began that school over at Pittsburgh—what is it you call it?

Mr. BOLAND. Alleghany Vocational School.

Mr. ROBSION. Now, when did you get that name?

Mr. BOLAND. The 1st of September.

Mr. ROBSION. And when did you begin that work?

Mr. BOLAND. The 1st of September.

Mr. ROBSION. Now, when was your contract approved?

Mr. BOLAND. I think it was approved by the first. I do not know the details of that, but I think it was along about that time.

Mr. ROBSION. Your contract was not approved until about the middle of September, was it?

Mr. BOLAND. Well, I do not know.

Mr. ROBSION. Now, you started the 1st of September on the basis of 150 men, didn't you?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. And now, what equipment did you start with? How much? What investment?

Mr. BOLAND. Well, I began to equip that school——

Mr. ROBSION (interposing). Oh, I understand you began, but what equipment did you start with? You started with an obligation from the United States Government to take in at least $5,250 for the month of September. I want to know what equipment you started with.

Mr. BOLAND. Well, I had a regular school equipment.

Mr. ROBSION. Well, how much was it? What was it?

Mr. BOLAND. Well, I can not say how much in money.

Mr. ROBSION. Well, about what value was it?

Mr. BOLAND. Well, the equipment in that school is worth considerable, I should say; that is, all of the equipment in that school has not been purchased. It is equipment that was already in the school, some of it, in the way of chairs, desks, etc.

Mr. ROBSION. Now, Mr. Boland, you will have to get down to sort of brass tacks here and tell us what you had in that school to start with; what equipment you had and about what value it was.

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Mr. BOLAND. Well, I started just as soon as I could. Now, I do not want to—I want to answer your questions, but I do not know whether I can or not. I began to equip a wood shop immediately.

Mr. ROBSION. Did you come over here to testify in view of the situation that Mr. Reed's evidence presented, without any books or memoranda? Did you do that?

Mr. BOLAND. Yes, sir; I really did not think there would be any question. I did not think there would be a question like this asked me, or I would have brought such things with me.

Mr. ROBSION. Well, perhaps you can tell us this. What equipment you put into the school in September of 1919, in value.

Mr. BOLAND. I do not know that I can tell you the value, but I can say that I began immediately to equip the wood shop; that is, put in the equipment there.

Mr. ROBSION. Oh, a fellow could begin by putting a saw in and a hatchet in.

Mr. BOLAND. Yes, sir; that is just what I did. That is the way I started.

Mr. ROBSION. Well, that is a poor start to draw $5,250 from the United States Government.

Mr. BOLAND. Well, I do not know. The equipment looked all right to me; it looked all right to everybody and the board of education to start. I borrowed some equipment from them. They loaned me some equipment to start with.

Mr. ROBSION. Well, taking what you borrowed and what you put in there for the month of September, 1919, what would it amount to in dollars and cents?

Mr. BOLAND. I would not want to guess at it.

Mr. ROBSION. Well, did you keep a book?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. How long did it take you to—or how long would it take you to—get your books over here?

Mr. BOLAND. It would take me a day or two—a day.

Mr. ROBSION. Now, let's move up to the month of October—no, September. How many teachers did you have in that school for the month of September?

Mr. BOLAND. I think I had about 10 teachers at that time.

Mr. ROBSION. Full time?

Mr. BOLAND. All my teachers were full time; yes, sir.

Mr. ROBSION. And what contract did you have and what did you have to pay the 10 teachers for the month of September?

Mr. BOLAND. I can not answer your question.

Mr. ROBSION. Well, how much did you get from the Government for September, 1919?

Mr. BOLAND. $5,250. I remember that. It was the first payment.

Mr. ROBSION. And how many students did you average for that month—about? Take a daily average?

Mr. BOLAND. I think I had something more than 150 at the end of the month; about 160 or so at the end of September.

Mr. ROBSION. How many did you have the first half of the month?

Mr. BOLAND. I think I had something more—about 125 at the very beginning—about.

Mr. ROBSION. Now, these teachers—where did they come from?

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Mr. BOLAND. Well, some of them had taught in the public schools of Pittsburgh, and some in the surrounding towns.

Mr. ROBSION. Were any of them graduates of any university or college?

Mr. BOLAND. Yes, sir; most of them are graduates of universities.

Mr. ROBSION. And what did you teach there in September, 1919, when you were fitting up that shop by putting a hatchet and a saw in there or something like that? What did you teach at that time?

Mr. BOLAND. Well, I had the use of the Schenley High School machine shop, and the boys took their machine-shop work there.

Mr. ROBSION. Was that in the main building?

Mr. BOLAND. No, sir; it was not.

Mr. ROBSION. How much are they apart?

Mr. BOLAND. About 12 minutes' walk, or 15 at the most.

Mr. ROBSION. And how many teachers did you have there at the Schenley High School machine shop?

Mr. BOLAND. You mean at the Allegheny School?

Mr. ROBSION. No; that machine shop; that is, at the Schenley High School.

Mr. BOLAND. Just one instructor in that shop.

Mr. ROBSION. And how many did you have in there that were being instructed?

Mr. BOLAND. About 20.

Mr. ROBSION. You had one teacher there and about 20 under instruction, and then you had the other 9 to the other 100, or something like that?

Mr. BOLAND. Yes.

Mr. ROBSION. What did you pay that fellow that had the 20?

Mr. BOLAND. He was getting $200 a month.

Mr. ROBSION. Now, do you not know about what you paid each teacher? Do you pay anybody more than $200 a month?

Mr. BOLAND. Yes; I do.

Mr. ROBSION. How many did you pay more than $200 a month?

Mr. BOLAND. I can not say. I paid the highest-paid teacher $325 a month and the lowest-paid teacher $165 a month.

Mr. ROBSION. Now, take the month of October. How many did you have? How many soldiers?

Mr. BOLAND. Indeed, I can not say that. I can not answer your question.

Mr. ROBSION. How much did the Government pay you?

Mr. BOLAND. I can not remember, but I think it was something over $7,000.

Mr. ROBSION. And how much of the equipment did you put in there in October?

Mr. BOLAND. I kept adding to the equipment each month.

Mr. ROBSION. You know that statement does not mean anything.

Mr. BOLAND. I know that it does not mean very much.

Mr. ROBSION. It does not mean anything.

Mr. BOLAND. Indeed, I wish to say that I do not want to conceal anything. I am open to inspection by anybody and I would like to have them come and see my school and what we are doing and see just what we put in the school.

Mr. ROBSION. Can not you tell more about your school than you are telling?

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Mr. BOLAND. Well, I can tell you just what I have; yes. I have in my school—I have a wood shop, and in that wood shop I have the necessary benches, tools, saws, and a planer. I have that. I have in the machine shop——

Mr. ROBSION (interposing). Well, now, you say the necessary tools, saws, and planer. Now, what does that amount to in dollars and cents that you had in the wood shop; the whole thing?

Mr. BOLAND. Well, I would imagine that that equipment in that shop is worth—must be worth around close to $2,000.

Mr. ROBSION. And how many fellows were being trained in there?

Mr. BOLAND. I work about 20 men in that shop.

Mr. ROBSION. But now take up to this date, since you started that school, how much have you expended in equipment altogether and put in that school?

Mr. BOLAND. I imagine it is about $7,000.

Mr. ROBSION. Seven thousand dollars?

Mr. BOLAND. About that; yes, sir.

Mr. ROBSION. And that represents your investment.

Mr. BOLAND. Say investment. Of course, now, on the other hand it was building that old building over, repairs, and every way There were a great many repairs to the building.

Mr. ROBSION. Are you including that in the $7,000?

Mr. BOLAND. No, sir.

Mr. ROBSION. Now, tell us what that amounted to.

Mr. BOLAND. I can not say that exactly. There was a lot of plumbing to be done and the heating plant to be gone over.

Mr. ROBSION. Well, about what did it amount to?

Mr. BOLAND. Oh, say——

Mr. ROBSION (interposing). You see, you are selecting the vocation and looking after 500 men. We expect you to talk like a man and tell about these things.

Mr. BOLAND. Well, I will tell you. It is hard for me to say just how much I have in those——

Mr. ROBSION (interposing). Well, you might miss it a hundred dollars or five hundred dollars, but give us something.

Mr. BOLAND. All right, if you want it as near as that I think I can give it.

Mr. ROBSION. As near as a hundred anyway.

Mr. BOLAND. I have, I would say, around $2,500.

Mr. ROBSION. And you would add that now to the equipment, making $9,500 as your outlay altogether?

Mr. BOLAND. Very likely; something like that; yes, sir.

Mr. ROBSION. How much did you get for the month of April, from the Government?

Mr. BOLAND. Something like—around $16,000, I should think.

Mr. ROBSION. And how many teachers did you have in the month of April?

Mr. BOLAND. I had 30 teachers in the month of April.

Mr. ROBSION. And what did you pay those 30 teachers?

Mr. BOLAND. Well, I could tell you closer if I say that I paid the teachers, the office help, all help, including rent and everthing, something over $7,500.

Mr. ROBSION. What do you mean by "everything"? You say, rent and teachers. What would "everything" cover?

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Mr. BOLAND. Rent, teachers, janitor service, and everything.

Mr. ROBSION. Including what you put in? Equipment in the month of April?

Mr. BOLAND. No, sir; that does not mean that. I meant all overhead, such as teachers, the janitor service, office help; the heat, light, power. I think that is all.

Mr. ROBSION. So, counting everything, your entire outlay for the month of April would not exceed, in your judgment, $7,000?

Mr. BOLAND. Well, now, I had my materials that the men used at their work.

Mr. ROBSION. I understand that your material you charge up to the Government. Do you not?

Mr. BOLAND. No, sir; not all the materials to the Government.

Mr. ROBSION. What was your bill against the Government for material, books, tools, and other things for the men for April?

Mr. BOLAND. I have not submitted a bill for April.

Mr. ROBSION. Do you know what it is?

Mr. BOLAND. I imagine that it will be likely $1,500; something like that.

Mr. ROBSION. And where do you get the stuff that you use?

Mr. BOLAND. That is, the supplies?

Mr. ROBSION. That you are selling to the Government; yes.

Mr. BOLAND. I just buy it.

Mr. ROBSION. You buy it?

Mr. BOLAND. I buy it in the open market; yes, sir.

Mr. ROBSION. And then charge it up to the Government?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. Well, do you get any profit on that?

Now, I would like for you to tell the committee about how much, in addition to this $7,000 that you expended for these other things that you say you had to furnish the boys?

Mr. BOLAND. That is in addition to it?

Mr. ROBSION. The $7,000.

Mr. BOLAND. I would say $1,500 or $1,800.

Mr. ROBSION. So then the outside limit would be between $8,500 and $8,800, your outlay for April, 1920, according to your own figures?

Mr. BOLAND. It might be something like that. I don't know.

Mr. ROBSION. And you got from the Government $16,000?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. Well, you can afford to run it on those terms, can't you?

Mr. BOLAND. I certainly can; yes, sir.

Mr. ROBSION. That beats teaching school all to pieces, don't it?

Mr. BOLAND. Well, I have my equipment to purchase along with that.

Mr. ROBSION. Well, your equipment is still there, isn't it?

Mr. BOLAND. Yes, sir; my equipment is still there.

Mr. ROBSION. And it is still good? I would like for you to tell this committee how much the Government has paid you and owes you altogether to, say, the 1st of May, 1920.

Mr. BOLAND. I can't say that accurately; no, sir.

Mr. ROBSION. How long have you had the 500 students?

Mr. BOLAND. I have had them about two months.

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Mr. ROBSION. Why don't you go above 500?

Mr. BOLAND. Well, they haven't been sent to me. I couldn't handle more than that.

Mr. ROBSION. But you can go right up to and include the 500?

Mr. BOLAND. If they send me one or two more or one or two less, of course, I would take them.

Mr. ROBSION. Well, who is there in your school there acting with you for the Government?

Mr. BOLAND. Nobody.

Mr. ROBSION. How long has that condition been, of no representative in your school there?

Mr. BOLAND. There hasn't been any from the very beginning.

Mr. ROBSION. No one at all?

Mr. BOLAND. No, sir.

Mr. ROBSION. Then it is all in your hands?

Mr. BOLAND. Yes, sir. I wouldn't say exactly that. I have visitors at that school—that is, the representatives of the board come there, at least—well, they keep coming in and out right along; and we have our Pittsburgh office right handy.

Mr. ROBSION. Right handy; but had he taken any hand in this school?

Mr. BOLAND. No; I would say not.

Mr. ROBSION. Now, when was the head of the Pittsburgh office in your school the last time?

Mr. BOLAND. About two weeks ago.

Mr. ROBSION. When was he in there before that?

Mr. BOLAND. Well, that I can't say.

Mr. ROBSION. He was not there at all, was he?

Mr. BOLAND. Oh, yes; he comes there quite often.

Mr. ROBSION. How long did he stay when he was there?

Mr. BOLAND. An hour or so.

Mr. ROBSION. What did he do?

Mr. BOLAND. He just came on a visit. He came with a lady to look through the school. That is all.

Mr. ROBSION. He didn't do any business?

Mr. BOLAND. No business; no, sir.

Mr. ROBSION. And he has done no business with you at any time, has he?

Mr. BOLAND. Not outside of helping me place men.

Mr. ROBSION. I mean so far as the school business is concerned, he has done nothing?

Mr. BOLAND. No; nothing at all.

Mr. ROBSION. He has made no suggestions as to how to run it?

Mr. BOLAND. No, sir; not any.

Mr. ROBSION. Well, has anybody made any suggestions as to how to run it? I mean of the Federal board?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. Who was it?

Mr. BOLAND. Mr. Weaver, who is head of the training section.

Mr. ROBSION. Where does he live?

Mr. BOLAND. In Philadelphia.

Mr. ROBSION. When did he make a suggestion?

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Mr. BOLAND. When I have called at the Philadelphia office, he would make—or when he would call at my school—he would make suggestions.

Mr. ROBSION. Well, did you call at Philadelphia?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. When was it?

Mr. BOLAND. Once a month, I usually call at Philadelphia.

Mr. ROBSION. What for?

Mr. BOLAND. To take my vouchers there. I did at the beginning, to have them O. K.'d.

Mr. ROBSION. You went over there to get your money?

Mr. BOLAND. No, sir.

Mr. ROBSION. Well, to get your voucher O. K.'d?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. Now, what suggestion did you make to him at any time you were over there, or did he make to you, except to O. K. your voucher?

Mr. BOLAND. Of course, he don't O. K. the vouchers; the district vocational officer O. K.'s the vouchers.

Mr. ROBSION. What suggestions did you make to Philadelphia?

Mr. BOLAND. Well, I can't recall any suggestion.

Mr. ROBSION. Did you make any suggestion except to present your voucher?

Mr. BOLAND. That is what I go for principally; yes, sir.

Mr. ROBSION. What did you show them when you got there? What did you show them to get them to approve your vouchers?

Mr. BOLAND. I just hand them my vouchers.

Mr. ROBSION. Well, what was it?

Mr. BOLAND. It is a list of the men that I have in training. It is just a regular form voucher.

Mr. ROBSION. Well, did you go over it with them?

Mr. BOLAND. No, sir.

Mr. ROBSION. They accepted your statement?

Mr. BOLAND. Well, it is given to a girl in the office, who checks them up against their card system; yes, sir.

Mr. ROBSION. But the head fellow there at Philadelphia raises no question about it?

Mr. BOLAND. No, sir.

Mr. ROBSION. How long would it take you to get your voucher and present yourself there—or get it O. K'd?

Mr. BOLAND. Usually they O. K'd it that day—that is, they checked up that day or in from one to two days; not over two days.

Mr. ROBSION. Now, you don't remember any suggestions you made to the Philadelphia office about this school. Can you remember any they made to you?

Mr. BOLAND. Well, I don't know just how to answer that question.

Mr. ROBSION. But isn't it, as you stated a while ago, that that school is in your hands and you have been running it according to your own ideas of running it?

Mr. BOLAND. Yes, sir; it has been.

Mr. ROBSION. And they were sending them there to be tried out by you?

Mr. BOLAND. Yes, sir.

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Mr. ROBSION. And then you are to pass upon whether or not the try-out experiment should extend more than 60 days?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. That is in your hands entirely?

Mr. BOLAND. Yes, sir; it is entirely.

Mr. ROBSION. Then it is in your hands whether or not they take a course there, too, isn't it?

Mr. BOLAND. No, sir; it is not in my hands; not that part of it.

Mr. ROBSION. Well, whose hands is it in?

Mr. BOLAND. Well, I am not sure whether it is in the hands of the Philadelphia office or in the hands of central office. I am not sure of that.

Mr. ROBSION. Well, why are you not sure?

Mr. BOLAND. I make a recommendation that a man take his course at the Allegheny Vocational School or at some other school.

Mr. ROBSION. They turned down your recommendations, didn't they?

Mr. BOLAND. No, sir.

Mr. ROBSION. They never did?

Mr. BOLAND. Well, they may.

Mr. ROBSION. Oh, I know—not what they may, but haven't they been turning down your recommendations?

Mr. BOLAND. No, sir.

Mr. ROBSION. They never have?

Mr. BOLAND. Well, I would say this: I may recommend a man for some particular school and they may change the school—send him to some other school.

Mr. ROBSION. I mean your recommendations to pursue a course at your school—haven't they been turning those down?

Mr. BOLAND. No, sir; they have not.

Mr. ROBSION. So every recommendation you made of disabled men to take a course at your school has been approved?

Mr. BOLAND. In most cases it has; yes, sir.

Mr. ROBSION. Well, I thought you said they hadn't turned any of them down.

Mr. BOLAND. Well, now, I can't—if I make a recommendation for a man to take his training at my school, as I recall it, the cases are—they are all recommended to my school.

Mr. ROBSION. It has been in your hands absolutely, hasn't it?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. And it has been just like running a school—not only running a school, but you are the man that says whether or not a boy shall stay there and take the course there at your school.

Mr. BOLAND. Well, now, of course that may not sound all right, but it is just like this: If a man——

Mr. ROBSION (interposing). I just want it to sound the way it is; that is all. I want the facts—the committee wants the facts; that is all.

Mr. BOLAND. I know; but I don't like the way it sounds.

Mr. ROBSION. If that is the way it is being run, tell us.

Mr. BOLAND. But it is not run exactly that way. A man asks to remain at that school—every man who is recommended to that school is asked whether he wishes to stay at that school or go to some other school.

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Mr. ROBSION. Every time?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. And you get the consent of the boy himself?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. In other words, you are not running any jail or penitentiary there?

Mr. BOLAND. I should think not; no, sir.

Mr. ROBSION. They are staying there of their own accord?

Mr. BOLAND. Yes, sir. It would be simply impossible to keep 500 of these men in a school unless they wished to stay there.

Mr. ROBSION. Well, I was just trying to find out. Columbia University and all the great schools of the country are having trouble getting the boys to stay there, and I wanted to know just how you kept them.

Mr. BOLAND. I don't know.

Mr. ROBSION. That may be the reason that the board has given you more students than any other school in the United States.

Mr. BOLAND. Well, they may have, yes; but it is no fault of mine if they have given me more, I am sure.

Mr. ROBSION. Well, let us see about this. I wish you would tell this committee how much money you have made since last September out of this proposition.

Mr. BOLAND. If you wish to count it as money that went into the school and went into other things, I have made all of the money except that that has been spent for teachers' salaries and materials that went into the school.

Mr. ROBSION. Well, of course, a man that buys a farm is not supposed to pay for it the first year. That is an investment. I want to know how much you, as a business man that can advise all these boys—how much you, as a business man, say that you made in profits since the first of last September.

Mr. BOLAND. I can't answer that question. In the first place—may I put it this way now: When I went into this work I said that when this work was through I wanted that equipment so that I could continue another school.

Mr. ROBSION. I assume that you didn't expect to stop when this work was over; that you would still run the school there.

Mr. BOLAND. Yes, sir; that was my whole ambition.

Mr. ROBSION. Now, looking at that point, you had it in your mind to organize and equip a school like this and to make it your life work. While you would be entitled to reasonable income on your investment—6 or 8 per cent—but counting that as part of the expense I would like to know what your profits since last September have been?

Mr. BOLAND. Well, as I have already said, it has all been and could be counted as profits.

Mr. ROBSION. Well, how much is it?

Mr. BOLAND. I can't tell you that. I don't know.

Mr. ROBSION. Well, would it amount to over $20,000?

Mr. BOLAND. No, sir; it would not. I don't think it would—anything like that.

Mr. ROBSION. Now take the month of April, when your profits were something like $7,000 or $8,000, and you had the month of

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March under the same conditions with 500 students. That would be another $7,000 or $8,000, and that would be $14,000 or $15,000 of it.

Mr. BOLAND. Well, of course, it looks like that; but it isn't that way?

Mr. ROBSION. Well, I have understood from Mr. Lamkin and others that you mortgaged your home to go into this business.

Mr. BOLAND. At the beginning.

Mr. ROBSION. How much did you mortgage your home for?

Mr. BOLAND. I have $5,000 on my home.

Mr. ROBSION. Is that the amount of the mortgage?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. When did you mortgage it; before or after the 1st of September?

Mr. BOLAND. Before.

Mr. ROBSION. Haven't you paid it off?

Mr. BOLAND. No, sir; I have not.

Mr. ROBSION. You haven't got the money to pay it?

Mr. BOLAND. Well, I think that if I wished to keep from putting my money back into my school and my work I could pay it; yes, sir.

Mr. ROBSION. Well now, this big school, do you expect the United States Government to build this up for you in 12 months or a year? I would like to find that out.

Mr. BOLAND. Well, you surely can't blame me——

Mr. ROBSION (interposing). I am not blaming you, but I want to know who is to blame.

Mr. BOLAND. I don't know that anybody is.

Mr. ROBSION. You do not?

Mr. BOLAND. No, sir. If I start a school and am giving the kind of training—and I feel that I am giving better training to these men than can be gotten in any other school—it is a special school and I have worked on this job; I have worked hard to make something to make a school, and I am sure that the men are getting more in that school than they can get in any other school of the kind in the country. And I am not receiving any more in tuition for the men who are taking training in that school than any other school is getting in tuition. I am getting the same tuition that other schools are getting, and I have enough equipment—my men have everything they want to work with; they have more than they would get in any other school to work with. There is no complaint among the men as to what they are getting; they enjoy their work and they are getting along well and I can't see where there could be any criticism.

Mr. ROBSION. What about these great State universities, agricultural colleges, with their great equipment, who could hardly get along on the tuition, and here you are making a small fortune in 12 months? How is that?

Mr. BOLAND. Well, I don't know. I can't answer such a question, I am sure.

Mr. ROBSION. Isn't this the answer: That you have got an unfair contract with the United States Government?

Mr. BOLAND. No, sir; I would not say that it is unfair. Now, at the beginning suppose, for instance, I put some money in an oil well; I may make a lot of money; I did not know that I was going to make anything when I started this work.

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Mr. ROBSION. When did you find out that you had an oil well?

Mr. BOLAND. I don't mean to put it that way, and I don't mean—I don't wish to make such a statement. I don't wish that.

Mr. ROBSION. Well, that would look bad.

Mr. BOLAND. No; I say if a person makes an investment, starts something and makes money, it is no fault of theirs if they make it, and it is no fault of mine if I should make money doing this particular work.

Mr. ROBSION. Well, it certainly is, as you say, no fault of yours, because it was the Vocational Board that suggested that you do this thing, wasn't it?

Mr. BOLAND. No, sir; I would not think that it would be the fault of the Vocational Board.

Mr. ROBSION. But I say it was not your fault. You never thought it out, did you, this plan of this contract to have these boys there? It was the Vocational Board itself that conceived the plan whereby you made these profits and this money, wasn't it?

Mr. BOLAND. I don't know that it was altogether the Vocational Board that did it.

Mr. ROBSION. Well, was it both of you working together, your minds working together, that worked it out?

Mr. BOLAND. Well, now, I will tell you how it was. They wrote and asked me if I would conduct this school on a half-time basis.

Mr. ROBSION. I understand that.

Mr. BOLAND. I told them I would not, and I wrote a letter stating what I would do, and from what I would do I stated—I think you have the letter there.

Mr. ROBSION. Well, let us get at this, Mr. Boland.

How many men have gone into your school altogether, about?

Mr. BOLAND. I would say—I know that pretty accurately. I think there were 704.

Mr. ROBSION. Altogether?

Mr. BOLAND. Yes, sir; from the time I started in July.

Mr. ROBSION. Then you have still got 500 of them?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. What became of the other 200?

Mr. BOLAND. They are either in placement training or in other schools.

Mr. ROBSION. You mean you placed them in Pittsburgh?

Mr. BOLAND. I don't do the placing myself. It is either done through the Philadelphia office—that is, at the office in Philadelphia—or the Pittsburgh office places the men.

Mr. ROBSION. Were any of the men put into placement training from your school?

Mr. BOLAND. That is, by myself or by the board?

Mr. ROBSION. From your school, of your enrollment were any of them taken out and put into placement training?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. How many?

Mr. BOLAND. Well, I can't give you the number of men.

Mr. ROBSION. About how many?

Mr. BOLAND. Well, quite a number of them. For instance, I placed four the other day in mechanical denistry. And it is just that way;

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just as we find places for the men and find that they want to take that kind of training.

Mr. ROBSION. How much would they have to pay to take training in that mechanical dentistry?

Mr. BOLAND. I don't think they pay anything to take that.

Mr. ROBSION. Nothing at all?

Mr. BOLAND. No, sir.

Mr. ROBSION. How many of this 500 are taking courses in your school; continue on that?

Mr. BOLAND. Well, I can't answer that question. There are about 300 of those men, or close to 300, recommended to that school for courses.

Mr. ROBSION. Who recommended them?

Mr. BOLAND. I recommended them.

Mr. ROBSION. Have any of them been turned down?

Mr. BOLAND. Not that I know of.

Mr. ROBSION. And about what would be the average time of their courses in your school?

Mr. BORLAND. I think it depends altogether upon the man and the time of his course.

Mr. ROBSION. Well, if he stays on and carries out your recommendations, about how long?

Mr. BORLAND. Well, I make that usually a two-year recommendation.

Mr. ROBSION. How are you going to do that if your contract runs out the 30th of June, 1920?

Mr. BOLAND. I don't know. That is what I have often wondered, whether my school stops on June 30, 1920.

Mr. ROBSION. Haven't you taken that question up with the board?

Mr. BOLAND. I have taken it up.

Mr. ROBSION. With what result?

Mr. BOLAND. Well, no results at the present time.

Mr. ROBSION. They are wanting to get from under that contract, aren't they?

Mr. BOLAND. I don't know that they are. Not that I know of; no, sir.

Mr. ROBSION. The 30th of June is right near at hand, and you have got 500 boys, and 300 of them are recommended to take training at your school with an average of two years.

Mr. BOLAND. Yes, sir.

Mr. ROBSION. Now, what are you going to do?

Mr. BOLAND. I am going to make another contract with the Federal board if I can. I have already signed a contract myself, but it has not been signed by the Federal board.

Mr. ROBSION. What are the terms of that contract?

Mr. BOLAND. Exactly the same; the same contract.

Mr. ROBSION. Now, if you can get that contract signed up like you have it, how much do you think, at the end of three years, your profits from this contract will amount to?

Mr. BOLAND. I have no idea.

Mr. ROBSION. You have got 300 men nailed down, haven't you?

Mr. BOLAND. Well, I don't know that I do have.

Mr. ROBSION. Well, your school is so attractive and the men have expressed their willingness to be there, and you have recommended

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them, and the board never has turned down any of your recommendations. Now, what do you figure you will do?

Mr. BOLAND. I figure those men are going to say with me until they get their training; yes, sir.

Mr. ROBSION. With that in your mind, what will your profits be?

Mr. BOLAND. Well, I don't think that my profits will be out of the way. I can't say what they will be.

Mr. ROBSION. What do you call "out of the way"?

Mr. BOLAND. Well, I don't; my profits will be no more than they are at any other school. Well, take the Carnegie Institute of Technology or any of the private schools, we will say; they are getting the same money that I am getting. All private schools, as I understand it, that is the regular fee that they are paying in these private schools. You know, endowed institutions are getting thirty to thirty-five dollars a month.

Mr. ROBSION. Yes; but do you know of any others that are getting that on an investment of seven or eight thousand dollars of equipment and material?

Mr. BOLAND. Well, I do not know. In the first place, I do not think very many of those schools have any better equipment, but I have a building that is valued at considerable. It is a good building, and I think the building is worth a good deal more.

Mr. ROBSION. How big? I would like to know how big it is.

Mr. BOLAND. I think I have 18 rooms—17 or 18 rooms in the building.

Mr. ROBSION. Eighteen rooms?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. Five hundred students?

Mr. BOLAND. They are not all in that building. I have two buildings.

Mr. ROBSION. How large is that other building?

Mr. BOLAND. The other building has three large rooms.

Mr. ROBSION. So you have got about 20 rooms?

Mr. BOLAND. I have more than 20 rooms, and I have the machine shop at the Schenley High School. I have about 23 or 24 rooms in all.

Mr. ROBSION. Well, I would like to ask you how it is that you could give the best instruction and place men better with the hurriedly gathered together equipment and a small equipment and outstrip Columbia University and all of the great universities and colleges of the country?

Mr. BOLAND. Well, I might answer it this way: Those schools offer courses that are very different from the courses that we offer—that I offer in my school.

Mr. ROBSION. You have got the price up as high as theirs, have you not?

Mr. BOLAND. I beg pardon?

Mr. ROBSION. You are getting as high a price as they?

Mr. BOLAND. Yes. Well, now, in the first place, we will take a man who is taking a course in elemental construction work. In my school the man really learns to do that kind of work. We bring motors in from the outside, from shops, electrical establishments, in the city, and rebuild those motors—actually rebuild those motors and turn

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them out as finished, a finished job. That motor is completed. It is tested and turned over again as a finished piece of work.

Mr. ROBSION. Do you get pay for that?

Mr. BOLAND. No, sir; we get the material.

Mr. ROBSION. Who are you building motors for, though, for nothing? Anybody that will send them to you?

Mr. BOLAND. Free. Yes, sir. I would not say that. The wire that goes in the motor is furnished. Of course, there is quite a little of the material that goes in that motor that is not paid for. I pay for that.

Mr. ROBSION. Would you be willing, since you have not such books here, to furnish an itemized statement along those lines? First, the name of each soldier that has been trained at your school, has entered your school; the length of his stay there; how much the Government has paid you in tuition for these soldiers; third, how many of these soldiers you have recommended for full and final training at your school. That is third.

Fourth, the names of your teachers and the amount that has been paid each one of them; the total sum, from September up until the 1st of May, 1920.

Fifth. The total amount of your claims against the Government from September until May 1, 1920, for tools, books, and other materials.

Sixth. The equipment that you have bought and put into those buildings from last September up to May 1, 1920, and the cost.

How promptly have your bills been paid for these tools and materials and other equipment provided for in this contract? In other words, how quickly have they been paid? Have they been paid promptly?

Mr. BOLAND. By the Federal board?

Mr. ROBSION. Yes; that is what I wanted to ask you now.

Mr. BOLAND. Well, they are due about the first of the month. Last month I was late getting my check from the Federal board.

Mr. ROBSION. How long did you have to wait, about; any time since last September?

Mr. BOLAND. Well, I waited until the 23d before I got it this last month, but there have been times when I would get it by the 10th of the month. In fact, I have been promised my check along about between the 1st and the 10th. They try to get it to me as early as that.

Mr. ROBSION. You have had no trouble?

Mr. BOLAND. Well, I do not know. At times I have had considerable trouble—that is, at the beginning I had had some trouble—but now the checks come through quicker, and I get them sooner.

Mr. ROBSION. Your checks for tuition, as you call them—how promptly do they come through?

Mr. BOLAND. You mean for the boys?

Mr. ROBSION. Yes.

Mr. BOLAND. From about the 5th to the 20th. They come through very promptly now. For the last two months our checks have come through very regularly.

Mr. ROBSION. I took it from the answers of some of the representations of the Federal board that you had gone into this work rather as a matter of charity.

Mr. BOLAND. Well, no; I do not know that I have.

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Mr. ROBSION. For the purpose of helpfulness to the soldier. As far as you are concerned, it is a business proposition, is it not?

Mr. BOLAND. No, sir; it was not at the beginning; it was not.

Mr. ROBSION. When did it get to be?

Mr. BOLAND. I do not want to be misunderstood. I was interested in this work. I did work for the American Red Cross. I was a member of the national committee of the junior department boys' work committee. I have been doing a lot of reconstruction work during the war, and I was interested in this particular kind of work.

Mr. ROBSION. Well, you were not paid for that, were you, or were you?

Mr. BOLAND. Yes; I was paid for some of my work; yes, sir.

Mr. ROBSION. What were you paid when you were working for the Red Cross—how much a month?

Mr. BOLAND. Well, it depended upon what I was doing. I received—it was all part time work. During the summer months I was paid $250 a month.

Mr. ROBSION. What had you been paid as instructor before you got into the $250 a month work for the Red Cross?

Mr. BOLAND. I just did that work for the Red Cross in the summer months.

Mr. ROBSION. What were you getting per month?

Mr. BORLAND. $275 per month.

Mr. ROBSION. But you were out of school; you had a vacation?

Mr. BOLAND. Yes.

Mr. ROBSION. And during the vacation you worked for the Red Cross at $250 per month?

Mr. BOLAND. Yes.

Mr. ROBSION. The question is, Did you not enter into this contract as a matter of business?

Mr. BOLAND. Well, I do not know that you could put it that way. I wanted to do the work, and, of course, I wanted to make some money, you know, just like anybody that goes into anything.

Mr. ROBSION. And it has turned out to be the best business you have ever struck in your life, has it not?

Mr. BOLAND. Of course, you might put it that way; yes, sir.

Mr. ROBSION. Is not that the fact?

Mr. BOLAND. I think it is more than I have made; yes, sir.

Mr. ROBSION. And several times more, is it not?

Mr. BOLAND. Yes; if you put it that way—that is, my money which I have received has been put into the equipment——

Mr. ROBSION. Mr. Boland, I am not the witness. I want you to put it the way it is.

Mr. BOLAND. Well, I would say yes, sir.

Mr. ROBSION. Who was it that passed upon the question as to whether a boy should go down to your school or not? How did that come about?

Mr. BOLAND. I do not know who passed o nthat, unless it is the—I do not know who says they are to go, I am sure.

Mr. ROBSION. Did you ever talk with the man that passed on that question?

Mr. BOLAND. Well, I am not sure that just one man does that. I think there is more than one man in the Philadelphia office who passes on that.

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Mr. ROBSION. Well, I want to find out who is responsible for these 500 boys being in your school.

Mr. BOLAND. I think the district vocational officer is responsible.

Mr. ROBSION. Who?

Mr. BOLAND. Mr. Fuller.

Mr. ROBSION. And he is the man that has sent them all to your school?

Mr. BOLAND. No, sir; he was not there at the beginning. Before Mr. Fuller, Mr. Cullen was district vocational officer.

Mr. ROBSION. Why is it the Federal board does not keep a man at your school?

Mr. BOLAND. Indeed I do not know why they do not?

Mr. ROBSION. Have you ever inquired about that?

Mr. BOLAND. No, sir; I have not.

Mr. ROBSION. Why is it that they keep a counsellor at some institutions where there are only 10 or 15 students, or less, and here you have 500, and there is nobody there to represent this great board?

Mr. BOLAND. Well, I think there might be a reason for that. We have our branch office in Pittsburgh. I do not know of any other reason.

Mr. ROBSION. But he is just there, and that is all. According to your statement, he has never advised you, and you have never advised him.

Mr. BOLAND. You mean——

Mr. ROBSION. He is just there?

Mr. BOLAND. He does not advise me, no; and you do not advise him.

Mr. ROBSION. He is just there so far as——

Mr. BOLAND. He will advise——

Mr. ROBSION. Oh, he will do it, but so far as that school has been running, he might as well have been in Halifax, might he not?

Mr. BOLAND. As far as the school goes; yes, sir.

Mr. ROBSION. And so far as those 500 boys are concerned, he might as well have been in New York, or somewhere else?

Mr. BOLAND. I would not say that.

Mr. ROBSION. If he has helped or advised any boy out of the 500, I wish you would tell who it was.

Mr. BOLAND. Not in their educational work, but in placement work he has.

Mr. ROBSION. That is after they get out?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. I am talking about when they are in. So far as counseling and taking care of and directing and aiding the 500 men in that school, the fellow in Pittsburgh might as well be in New York or San Francisco; it not that true?

Mr. BOLAND. Yes; I would say as far as that goes.

Mr. ROBSION. So, then, the question comes back, who is looking after the interests of the Government?

Mr. BOLAND. Well, I am looking after the interests of those boys; yes, sir.

Mr. ROBSION. You are?

Mr. BOLAND. Yes, sir.

Mr. ROBSION. And you alone?

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Mr. BOLAND. Yes, sir.

Mr. ROBSION. Well, is not that a strange situation; that you, with more students than any other great university of this country, more students gathered together there than any place in the Union, and you, a party to what I consider a very unfair contract for the Government, you alone looking after the interests of both the Government and yourself—do you not ever find yourself mixed up in any way?

Mr. BOLAND. Just how do you mean, mixed up?

Mr. ROBSION. Oh, well in a great business arrangement like that, it looks to me like there would be times when the interests of Uncle Sam would conflict with your interests?

Mr. BOLAND. No, sir; I would not——

Mr. ROBSION. They never do conflict? You, representing both sides, always agree with yourself, do you?

Mr. BOLAND. Well, I do not know how to answer that question. I can say that I try to do the very best thing I can for the boys in my school, in directing them.

Mr. ROBSION. But you will admit that you are just a human being, are you not?

Mr. BOLAND. Certainly.

Mr. ROBSION. Do you know of any other business in the country, or any other great business carried on, with the training of 500 men and thousands of dollars being expended every month by the Government, in which the man who has the contract has the sole determination of every question that comes up there to decide? Do you know of any other instance like that in this country of ours?

Mr. BOLAND. Of course I do not. I do not know enough about those things, but I know this, that I do not think about the money part of it in recommending boys to either my school or to any other school. That never enters——

Mr. ROBSION. But, being human, and feeling, as you say, that you have the best school for them in the country——

Mr. BOLAND. I did not say I had the best school in the country. I have a school that satisfies the boys and satisfies the Board for Vocational Education, and——

Mr. ROBSION. That is the point I am making. So far as the Board for Vocational Education is concerned, they do not know anything about it, do they?

Mr. BOLAND. Yes, sir; they do.

Mr. ROBSION. Who is it that knows it?

Mr. BOLAND. Well, Mr. Fuller has visited it several times.

Mr. ROBSION. Who is that?

Mr. BOLAND. Mr. Fuller, who is the district vocational officer.

Mr. ROBSION. I understand, but you said you had never advised him, and he had never advised you.

Mr. BOLAND. They visit the school——

Mr. ROBSION. And stay a very few minutes. What can they find out——

Mr. BOLAND. No, sir; they come, and stay quite a while whenever they come.

Mr. ROBSION. When was it that Mr. Fuller was there?

Mr. BOLAND. He has been there several times.

Mr. ROBSION. When was he there last?

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Mr. BOLAND. I can not say the dates, a month or two ago.
Mr. ROBSION. It has been at least two months, has it not?
Mr. BOLAND. I would not say two months.
Mr. ROBSION. How long was he there?
Mr. BOLAND. He was there for a couple of hours; two or three hours.
Mr. ROBSION. You were with him all the time, were you not?
Mr. BOLAND. I do not know that I was.
Mr. ROBSION. Well, were you or not?
Mr. BOLAND. I am not so sure of that. Anybody is free to go into the school; to go and come.
Mr. ROBSION. What did Mr. Fuller do?
Mr. BOLAND. He looked through the school. He was very much pleased and satisfied with what I was doing.
Mr. ROBSION. How long was it before that that he was there?
Mr. BOLAND. Well, it might have been two months before that.
Mr. ROBSION. Is he the only fellow that knows about it?
Mr. BOLAND. No, sir.
Mr. ROBSION. Who else is it?
Mr. BOLAND. His supervisor of training.
Mr. ROBSION. Who is he?
Mr. BOLAND. Well, Mr. Weaver was supervisor of training, and this gentleman has just taken his place. I am not well acquainted with him.
Mr. ROBSION. That is not Mr. Greer, is it?
Mr. BOLAND. No, sir; but Mr. Greer has visited that school.
Mr. ROBSION. Do you know Mr. Greer?
Mr. BOLAND. Yes, sir.
Mr. ROBSION. Did you hear anything about a "Bolshevik Club" that was running the Philadelphia office, or trying to?
Mr. BOLAND. No, sir; I have not heard of such——
Mr. ROBSION. Did any of them come down to visit your school?
Mr. BOLAND. I beg pardon?
Mr. ROBSION. Did any of them come to your school?
Mr. BOLAND. Who?
Mr. ROBSION. The Bolshevik Club, Reid and several other fellows at the Philadelphia office, four of the seven members of the staff?
Mr. BOLAND. I do not know them; no, sir.
Mr. ROBSION. Will you not have to admit, Mr. Boland—now, I am not saying that you are not running it right—but will you not have to admit, as you did a while ago, that the thing is entirely in your hands, and if it is running right, you are entitled to the credit, is not that true?
Mr. BOLAND. I would say yes, sir.
Mr. ROBSION. And if it is not running right, you are subject to criticism?
Mr. BOLAND. Yes, sir.
Mr. ROBSION. You do not lay anything on the board for that school, do you?
Mr. BOLAND. I do not; no, sir.
Mr. ROBSION. And you do not give the board credit, do you?
Mr. BOLAND. I do not; no, sir.
Mr. ROBSION. Simply because they are not running it, or trying to run it; are they?

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Mr. BOLAND. Well, they have advised certain kinds of work in my school. I will say that Miss Ensor, who has charge of the elementary training for the Federal Board, has visited my school and spent a considerable time there.

Mr. ROBSION. Mr. Reid, of Philadelphia, has been over here and testified about your school, and said, "Mr. Boland gives regular training courses, as well as running this try-out school, and it seemed that most of the men we sent to him are adapted to these training courses which he gives. At one time he had a particularly large machine shop, and then most of them took machine-shop work. He recently started a bookkeeping department, and now they are going to have a lot of bookkeepers in Pittsburgh."

Mr. BOLAND. Well, I, of course, can explain that to you. I have tried a few minutes ago.

Mr. ROBSION. But when you did not have the bookkeeping department, and had the machine-shop work, it was convenient for the boys to be machinists; was it not?

Mr. BOLAND. No; I would not put it that way; no, sir.

Mr. ROBSION. But that is the way it was worked; was it not?

Mr. BOLAND. No; it was not worked that way; it was not.

Mr. ROBSION. Later on you put in a bookkeeping department, and then that training course was advisable?

Mr. BOLAND. No; I think you have the wrong idea of my school. I do not do things that way; no, sir.

Mr. ROBSION. This was Mr. Reid, from the Philadelphia office, in your district, talking about it.

Mr. BOLAND. Mr. Reid has not visited my school. I never talked with Mr. Reid. I do not think he knew much about it.

Mr. ROBSION. Mr. Reid says that in the Philadelphia office there was a good deal of talk about your contract around the office there, and that the Philadelphia office wanted to escape the responsibility for that contract, and there was a good deal of whispering around that it was unfair and improper. Do you think that criticism was justified?

Mr. BOLAND. I do not know that it was; no, sir. I have never heard of any criticism by anybody.

Mr. ROBSION. Now, after you have gone through your evidence, can you give us, say, approximately, say within $1,000, the amount of money that you have made since September, 1919, up to the present time?

Mr. BOLAND. No. I think you are asking me an unfair question right now. I can not answer, but I would be very willing, if you ask me to put everything that I have done, in the way of any business transaction, or anything, on paper, and bring it to you, and you can see what I have made, and what I have put in the school. I would be glad to do it.

Mr. ROBSION. But you are not going to charge up against profits what you have put in there, in the way of——

Mr. BOLAND. In the way of equipment?

Mr. ROBSION. Equipment?

Mr. BOLAND. Well, now, at the very beginning I could see, and I knew, if I got such a contract, or if I were running such a school, that likely at the end we would have a school there that was equipped. My profits are going into equipment in that school.

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Mr. ROBSION. But, coming back again, can you give the committee any good reason why this little private school, the only one that is being operated in this way by the board, is given more students, why they are given 500 students when practically all the great schools of the country are not given more than 100 students?

Mr. BOLAND. Yes, sir; I think I could answer that. I believe that a private school, or a school like my school, is better fixed to train these men than any of the present colleges or universities. I think it is better——

Mr. ROBSION. But what staggers me, Mr. Boland, is that the board submits a list of schools here, something like 1,500 or 2,000, that are the product of the best thought of the best thinkers and educators of this country for two or three centuries, and how it is that that little school at Pittsburgh could just spring up overnight, as it were, and be better, in your judgment, and that is what you say, than all of these schools—and if it was just equal to all of these other great schools, I would not say so much about it, but it is singled out as the best in the country.

Mr. BOLAND. I do not know. The Federal board sends the men there.

Mr. ROBSION. You are willing to take them, are you not?

Mr. BOLAND. Certainly.

Mr. ROBSION. Do you not think that is a remarkable condition in this country? Is not that remarkable?

Mr. BOLAND. I can not say yes or no. They needed a school to put those men in. There are many schools that can not take men. They needed a place to send the men, and it was necessary that they have some school. The school semester is only from September to January, and from January to June again, in most schools, and a man will not fit into these regular schools at the beginning of a semester. The Federal board had no place to send the boys, we will say, after the month of November.

Mr. ROBSION. But the board has told us that they have arranged with the schools all over the country where they take them in in the middle of a semester, or at the beginning of a semester?

Mr. BOLAND. I did not know that. That may have been.

Mr. ROBSION. And so that takes away that excuse, does it not?

Mr. BOLAND. If they did that.

Mr. ROBSION. And so it comes down to the point that you have the best school in the country?

Mr. BOLAND. They were satisfied with my school, and they sent the men there.

Mr. ROBSION. But what surprises me is that they made this contract with you before you had any school at all. You did not have this school when this favorable contract was made. It was just in thought then, in the air, and how they could pick it out, with this preference over all of these great schools of the country that were already built up, I can not understand. That is all.

The CHAIRMAN. Mr. Boland, if you can submit the facts requested by Mr. Robsion, we would be glad to have you put them in as a part of your testimony. Send it to us; you will not need to come here, and we will take it as a part of your testimony.

Mr. BOLAND. Yes, sir.

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The CHAIRMAN. You are excused.
(The witness was thereupon excused.)

TESTIMONY OF MR. CLIFFORD B. CONNELLEY, COMMISSIONER OF LABOR AND INDUSTRY, COMMONWEALTH OF PENNSYLVANIA, HARRISBURG, PA.

The CHAIRMAN. Give your full name.
Mr. CONNELLEY. Clifford B. Connelley.
The CHAIRMAN. And your present address.
Mr. CONNELLEY. I am commissioner of labor and industry of the State of Pennsylvania.
The CHAIRMAN. Mr. Connelley, how long have you been in this position?
Mr. CONNELLEY. Just a year.
The CHAIRMAN. Before you came to it what was your particular work?
Mr. CONNELLEY. Dean of the Carnegie Institute of Technology, Pittsburgh.
The CHAIRMAN. How long had you been there?
Mr. CONNELLEY. Twenty years; about 20 years. We organized the school in 1900.
The CHAIRMAN. When the technical movement of Mr. Carnegie was begun, one of the principal features, as I recall it, had to do with what we now call vocational training, although it was not called that then. Did you organize that?
Mr. CONNELLEY. Yes; I organized that, Mr. Chairman.
The CHAIRMAN. What other affiliations have you had in Pittsburgh?
Mr. CONNELLEY. I am a member of the school board, and was for a number of years the general supervisor of vocational education of the city of Pittsburgh.
The CHAIRMAN. You are well equipped, I think, to say something about rehabilitation work. Have you had anything at all to do with it?
Mr. CONNELLEY. Yes; just now in the State of Pennsylvania we have set aside a fund for 300 men that have been injured in the industries. Forty-six of those we have taken care of and placed in schools, trying to rehabilitate and recreate these men that have been injured. Before that I was working with the vocational board, and we finally got through the Smith-Hughes Act here. We worked seven or eight years on that before we got it through, and I am very well acquainted with what has gone on in the United States in vocational education.
The CHAIRMAN. I have forgotten whether you were associated with the board that had to do with putting the Smith-Hughes Act in effect in Pennsylvania?
Mr. CONNELLEY. Only in the sense of being a member of the American Society for Vocational Education. I was a charter member, and we worked that out under Prosser, Munroe, and Charley Richards.
The CHAIRMAN. Do you know anything about this school that we have been talking about, this vocational school?

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Mr. CONNELLEY. Yes. I think to-day just what the Vocational Board has stated of this school, that it is the best school in the country, and the reason I say that is this: During the war the school with which I was associated trained 3,000 men. We had about 21 different branches that we trained these men in, the soldiers being prepared to go across. The institutions all over the United States took students for this sort of training. It seems, however, that up until September, 1918, that the major portion of the training that was being done was in training these men as mechanics or mechanicians to do certain work. On the 1st of September, 1918, 125,000 boys swore allegiance to the flag, and were taken into the schools. The difference came in at that time, because the college men with their preparation were being prepared for officers. The other men that had been trained before, some of the 3,000 that I spoke of, were trained to do what we know as vocational work.

Now, we think there are two lines of training One reaches the point of the mechanic, and the other is the engineering or scientific. The school in Allegheny is, I consider, one of the best schools, because it has a soul in it, Mr. Chairman. The boys who come to that school are illiterate, in their own language. They have matured, undeveloped minds. The war made it possible for them to realize, after giving their service to their country, that there was something for them in life. The colleges of to-day can not train and will not train the kind of boys that are being trained at that school, because there is the college atmosphere, the university atmosphere, which is such that unless you have a certain training, a certain preparation, you will not get in with the kind of training necessary to bring you up to where you would want to be as a mechanic or vocational man, due to their curriculum. Now, we must have a school such as this school, and try to select the best training for the boys that go in there, and the different institutions in Pittsburgh are taking those men, as they need them badly in their works. One place, in particular, is the Pittsburgh Coal Co. Many of these men are miners, and the Pittsburgh Coal Co. takes those men that Mr. Boland has spoken about, and they are becoming timekeepers and weighmen, and doing work of that kind.

Those men, Mr. Chairman, could never get anywhere if it was not for that kind of school, whether it be in Pittsburgh or be some place else. They could not advance with their work.

Now, with regard to the work that Mr. Boland has spoken about, on the construction of motors, those motors are brought in there, as I see it, motors that have been in bad repair. The owners of the motors furnish the material, and with that material these motors are reconstructed and made fit for use. The very same men who have those motors will seek for the services of these men when they are through their training, and it is a positive joy to see some of those men, who have been illiterates, and could not speak English, and to see those teachers train them; and I wish you could visit the school and have them recite to you. Their academic work, in which they are deeply interested, consists of English, civics, arithmetic, reading, and writing.

Now, all through, that school there is the best, as Mr. Boland has said. He has been a little modest to-day, from the fact that they said it was the best school in the country of its kind, and I believe it

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is, because during the war I was familiar with the difference that arose between the special committee on war training and the vocational board on the other side, and I know just exactly what they each needed and each wanted.

Now, taking the men out, you have got to give the men all kinds of preparation in the unit system, in which they are prepared in this school and other schools—you have to take and train a man to make him fit into a round hole, as the case may be.

In starting the work the school was the old Allegheny Preparatory School, which had been abandoned for some time. When Senator Knox lived on that side, I think he was one of the trustees, and Mr. Thompson, the son-in-law of William Thaw. Those men organized and built this school. It was abandoned, and they took this school, which was the only place available that they could equip. The board of education has been very kind to the people seeking learning, and they allowed Mr. Boland to use the high school in the few summer months, and we found that due to the war everybody was seeking an education, and especially were they seeking an industrial education, and due to that there was no room, and he had to stop that. He equipped this school, as I understand, and more has come out to-day than I ever knew, but the school was equipped and is being equipped now. He sought my advice, and when he came down to get a mortgage on his house and to borrow money from the banks the banks took very kindly to his proposition, being a man of such a character as he is and of good standing in the community. I have known him for more than 20 years, and have taught him, and I know just what he is worth. He was the one man that was selected, and his courses of study were selected and adopted by the Federal Board for Vocational Education in, I think, five different branches, and he is directly fitted to do the kind of thing that he is doing now.

Now, I believe that when he took this work, after going out and making a success of what he had, the suggestion of different courses of study, Mr. Chairman, was based on the opinions of men in the district. John McClelland, of the Carnegie Steel Co., and men of that type, are seeking help now, more than at any other time in the history of our industrial world, and they need as much intelligence as they can get.

The CHAIRMAN. If we should take a catalogue of the students there, would their residence represent a wide area?

Mr. CONNELLEY. Not a great deal, as I understand it. Most boys, in getting into a school, get as near home as they can, so that it is possible to reach their homes on Sunday or at week ends, and most of those men that come in down there are miners, machinists, and men of that character, laboring men.

The CHAIRMAN. Will you explain that statement? That might not be so intelligible to some members of the committee who are not as familiar with the mining districts as I am.

Mr. CONNELLEY. Yes; the mining district is central there, of course, and the electric end of it is another place there where our large industries are, and that is why the Federal board, I think, has adopted Mr. Boland's ideas.

The CHAIRMAN. The same question would arise with reference to your statement as to the large proportion of illiteracy?

Mr. CONNELLEY. Yes. Well, I am absolutely sure of my ground when I say that. You see, in Pennsylvania, with our 45,000 miles of

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territory and the number of people we have in the mines all over the State, and the number of foreigners we have in there, it is as marked as in any other State in the Union. Those are things, Mr. Chairman, that I know, because it has been my business to collect that data. These men that are in there are seeking an education, and the war has done it, and when you take a school of that character, and compare it with a university, there is no university that wants these vocational men because they have not had the preparation and the training when they come in there to get that work.

The CHAIRMAN. We have testimony that Columbia was making a great effort to adapt itself to the conditions so that it could take these men.

Mr. CONNELLEY. I will grant that, but if Columbia, or any other institution of this country will make the effort, there are just a few that come in there with their primary education, and I do not believe there is any university, Mr. Chairman, that would put the soul into the work for these men, illiterate as they are, many of them.

The CHAIRMAN. Could I draw this conclusion, that the pupil that would go to the university would have to adapt himself to the university situation, while the school here would adapt itself to the pupil?

Mr. CONNELLEY. Yes; you can draw that conclusion just exactly that way, because there are so few universities in the country that are technical. They are classical, and the classicist is not and can not understand what it means to train a person vocationally. As a matter of fact, we are all training for a vocation, but when it comes to the vocational side of industry, that is an entirely different proposition.

The CHAIRMAN. Mr. Connelley, some of the committee would be interested in knowing just why the Carnegie corporation selected you to organize the technical work in Pittsburgh. I think I know myself.

Mr. CONNELLEY. Well, that is a rather embarrassing question, I am sure, but I can say this, that they selected me because I was a home man, and I knew the industrial situation. I was trained first as a tradesman, and then I went to school. Then I supervised the work at the University of Pittsburgh for the engineers, and then, after that, I organized the industrial work for the city of Pittsburgh and took charge of it. On account of my residence, on account of my knowing the environment, and on account of believing in boys perhaps, and loving them as I did, young men that were seeking an education that had not the money to pay for it—I think, perhaps, Mr. Chairman, that was the reason I was selected by Mr. Carnegie and his committee to organize the industrial branch of the Carnegie Institute of Technology. I happened to be one of the members of the committee of three that were selected to send over from this country to get what we believed a new line on education in industry.

If you will remember, in the report of the first committee they had based their report on a higher learning. Mr. Carnegie did not agree with them, and we got his satelites around some of the stars that were there, and we made a report which rather met his views, to train those who worked in the mills and shops in the daytime, at night, and those who could afford to come at a very modest tuition, in the daytime, and out of that has grown this wonderful school. We have four district branches, the school for women, the school named after Mrs. Carnegie, the engineering school, the school of fine and applied arts, and a

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school for mechanics and an industrial school. Education changes and advances, as you know. every decade. Now, the change is such that even that school, that I love as dearly as I love anything in the world, is not doing, has not done, and can not do for these people that have been injured in the war, and train them vocationally to make a living, and it is a school like this which they have adopted, and other schools in the country, that are taking their place, regardless of the criticism, or anything else. I know that, Mr. Chairman, because I have been bred and have lived in industrial education for the last quarter of a century.

The CHAIRMAN. Would you please give your opinion to the committee on the justification of the expenditure of money for this work of rehabilitation?

Mr. CONNELLEY. Are you speaking generally now, Mr. Chairman?

The CHAIRMAN. And is feasible and can be done?

Mr. CONNELLEY. It can be done. I will have to qualify that. As you know, all of our State universities started as agricultural schools, and then then advanced, as time went on, because the classicist and the scientific educator wanted to make them more than that, and they put in something better, they put in the higher sciences, and then they put in the engineering, and so on in that way.

Now, human nature, as I see it, is just the same, because I happened to be the chairman of our zone there, and we examined 10,500 men to go into the war, and after those fellows came back, some of them that did come back, they had a different idea. Now, the very men that made it possible, the men that were there for their training in the war were compelled to be picked out of these personnel officers and put in different vocations in the war. They were successful there, and when they came back they thought they were very much better equipped than they really were, according to what the standards of university and technical training meant. Now, those men are ambitious, as the college president that had the agricultural school was ambitious. Now, to take the men who were born in foreign countries, and train them in this country, those that have been injured, it seems to me is something that is really worth while, and I believe that it is possible to have the vocational guidance of it properly directed.

The CHAIRMAN. I am speaking of the soldier phase of it.

Mr. CONNELLEY. Generally in the United States?

The CHAIRMAN. In the United States; yes.

Mr. CONNELLEY. To train the soldier to-day, I think perhaps it is one of the best things that the country has ever done, if you can change the soldiers' ambition to be more than it is possible for a soldier to be, and in education we try to work out a particular being and place him into a position where he is best fit.

Many of the soldiers have an erroneous idea of their ability, and they come from abroad believing now, since they have served their country, that the country owes them much, forgetting the point of their mentality. Now, being a school man, and associated with universities, the university, Mr. Chairman, and the faculty of universities, can not sense that man if he is not qualified mentally, because many of those men that have come over there have matured, undeveloped minds, with the ambition to make a lot of money. Now, the

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result will be, answering your question directly, that unless you get some one who is able to place himself in the soldier's place, who has had very little training, unless you get somebody that is particularly fitted to bring him to a place where he can say that he can only do certain things, you are going to have this trouble.

Again answering your question, I believe that the rehabilitation of the soldier, properly directed, is a splendid thing.

The CHAIRMAN. I would like to extend the question a little further. Would you extend this work to the industrial cripple as well as to the soldier? There is a movement on foot—in fact, a bill has passed the Senate and is now waiting in the House—to inaugurate the rehabilitation of industrial cripples instead of limiting it to the enlisted man, taking all who have been crippled in industry.

Mr. CONNELLEY. Mr. Chairman, I hope the United States will not do that yet. It is the State's duty to take care of that; and, until the State has worked the scheme out successfully itself, I question very much whether it is wise for the United States Government to educate the industrial cripple. I think it would be a great mistake. I think that Americanization, as worked out, should be worked out by the public-school system, and I believe that until that is tried, although I differed a little bit with Senator Kenyon on the thing, and I think that the only thing which the committee accomplished during the steel strike investigation, in which I happened to be called as one of the witnesses that appeared before them, was its work on Americanization to satisfy that. I trust that your committee, working as you all are, and as hard as you are, will not do that for the industrially injured yet.

The CHAIRMAN. The report was that 22 States had organized for it, and this proposition is Federal cooperation with the States.

Mr. CONNELLEY. That might be—Federal cooperation with the States.

The CHAIRMAN. To take effect next year.

Mr. CONNELLEY. All right. If the Federal cooperation will work wiht the State that will be, perhaps, all right.

The CHAIRMAN. That is what it is to be.

Mr. CONNELLEY. But I sincerely trust that, for the good of the man injured, the Federal Government will not take that alone, unless they have the absolute cooperation on an organized system of the States to work with them.

The CHAIRMAN. That is the spirit of the law. The law is written giving the initiative to the State, and it would be merely cooperation between the Federal Government and the State, leaving the work to the State.

Mr. CONNELLEY. It could be worked out, Mr. Chairman, similar to the work under the Smith-Huges educational fund.

The CHAIRMAN. Yes; I think it is.

Mr. CONNELLEY. If it is worked on that basis, I would, if I had a vote or a chance on the floor, tell them to be very cautious, because the difficulty is going to be just what we are going through now, because the majority of these injured people are foreigners that do not speak English, and if the law involved as much as it does, it will be an extremely hard matter to control.

The CHAIRMAN. I presume, Dr. Connelley, you can speak with more authority on this matter of industrial work than any other man

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in the country, and therefore we will vary our rules, and any member of the committee who desires to ask the doctor a question will be permitted to do it.

Mr. TOWNER. Doctor, the difference between the school that has been established there in Pittsburgh from the schools already established is that this school was especially prepared for this work, and the universities have only taken it up as one of the branches of their work; is not that true?

Mr. CONNELLEY. Yes; I will answer that question by saying, yes. The universities have not, in any of the universities of the country that I am familiar with, the trade training, and they are only taking that as a side issue, and, as a side issue, they do not take the interest in it. It is a school also of specialists. On the other hand, the school that we have is one that has been adapted to them and equipped for them, and that is why this school, when it is made a special school for that work, is better equipped for it than most any school that I know. If the university, answering your question, is equipped for mechanical work, it is equipped on an engineering line. There is more theory than there is of actual practice, and that is why that is done.

The CHAIRMAN. The committee will stand adjourned until 10 o'clock to-morrow morning.

(Whereupon the committee adjourned until Thursday, May 13, 1920, at 10 o'clock a. m.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Thursday, May 13, 1920.

The committee met at 10 o'clock a. m., Hon. Simeon D. Fess (chairman) presiding.

TESTIMONY OF MR. P. H. SMILEY.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Mr. Smiley, give your full name and present address.

Mr. SMILEY. P. H. Smiley, 143 East Thirty-ninth Street, New York City.

The CHAIRMAN. Mr. Smiley, tell the committee your present position.

Mr. SMILEY. I am at present in charge of the training and advisement section in New York City, district No. 2—supervisor of training and advisement.

The CHAIRMAN. How long have you held that position?

Mr. SMILEY. I have held that position since November 24. I came with the Federal board on October 29 and remained in Washington about two weeks.

The CHAIRMAN. What year?

Mr. SMILEY. 1919. I stayed there looking into the situation and becoming familiar with the work, and about the 10th of November I went to the Boston office and remained there until the 17th, also looking into the work there, and from that place I went to the New York office, and on the 24th took active charge of the training and advisement section.

The CHAIRMAN. On the 24th of what month?

Mr. SMILEY. November, 1919.

The CHAIRMAN. And you have been there since?

Mr. SMILEY. I have.

The CHAIRMAN. What had been your work before you went with the board?

Mr. SMILEY. I was State director of vocational education in Maine.

The CHAIRMAN. How long had you been in that work?

Mr. SMILEY. I had been in that work and in industrial supervision work for three years.

The CHAIRMAN. And what was your training before you went to that position?

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Mr. SMILEY. I have had experience in industrial work since 1909, approximately; educational preparation at Missouri, Kansas State, Wisconsin universities, and Columbia University.

The CHAIRMAN. You are now the supervisor of training?

Mr. SMILEY. Yes, sir.

The CHAIRMAN. And have been since November of last year?

Mr. SMILEY. Since November 24.

The CHAIRMAN. Who is your immediate superior?

Mr. SMILEY. Mr. Clark, the district vocational officer.

The CHAIRMAN. What about delays in reaching training since you have been there?

Mr. SMILEY. I would make the statement this way, that there have been some delays due to the requirements for legal evidence that the man is eligible for training, and calling for proper legal evidence, either copies of discharge, compensation or the AGO Form 17, 213, or 226, or whatever it may be, to establish the disability and to connect it with the service. There are many types of disabilities which do not show on the discharge and do not show on the AGO Forms and it is necessary in that case to look into it thoroughly and through some means or other establish the fact that it was either aggravated or incurred in service. That is one reason for delay. A second reason for delay is the fact that men come in with certain disabilities which require extensive medical examination. Tuberculous cases require that the men at least have an arrested case rather than active and considering that, the men are required to take examinations a month apart to be sure that it is arrested before they are put in training; otherwise, they might break down in training. There are even other delays or so-called delays, I do not consider them real delays, in advising the men in the type of work they are to take up. Some men would like to have their advisement completed the day they come into the board offices. In many cases that is inadvisable. They can not make the decision in one day. You will find that the number of changes made from time to time indicates that clearly. I would state that they are the general conditions and they are called delays, but they are not delays.

The CHAIRMAN. Those conditions you think are inevitable?

Mr. SMILEY. I think they are, under any conditions.

The CHAIRMAN. Have there been any delays since you have been in the office that were inexcusable?

Mr. SMILEY. I would say that there have been cases when the men have not been placed in training as promptly as they should have been, due to the fact that the folders when being called for may have been somewhere in the binding department, or the name may have been misspelled when the case was sent for, or the man may have left and returned to his home without one getting the case. I do know that those are facts.

The CHAIRMAN. We have had some testimony here to that effect which would indicate that there was not sufficient care in the office: that the evidence of one soldier, for example, might be placed where it could not be found, being at the bottom of the pack.

Mr. SMILEY. Those cases will be found to be most nearly always from men who are able neither to write their names nor read: also some men can hardly spell their own names. Errors are made in that way, and when you call for a case spelled in one particular way,

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it may not be located. That has caused criticism, but it is not the fault of the Federal board. It is something that can not be avoided.

The CHAIRMAN. Are the delays that you mentioned a moment ago that you thought were inevitable bound to continue with the progress of the work?

Mr. SMILEY. A part of them will continue regardless of any action on the part of the board unless the law itself is changed.

The CHAIRMAN. Could you specify what change of law you would recommend?

Mr. SMILEY. I would say that if the law were changed for every man who had received compensation and he was made eligible for training under section 2 of the law, that the majority of such delays would be eliminated, because then it would be based on compensation and not primarily on vocational handicap.

The CHAIRMAN. Mr. Smiley, Judge Towner is called away for a few moments and before he leaves I want him to ask you some questions.

Mr. TOWNER. I want to ask you, Mr. Smiley, about this matter: You spoke of the difficulty of determining whether or not a disability was incurred in the service and I would like to have you state to the committee what is the attitude of the board—I mean the divisional board—with regard to such cases. Is it to require technically exact and conclusive evidence, or do they adopt a more liberal policy?

Mr. SMILEY. A much more liberal policy. We take the affidavit of the man, if further evidence can not be secured, and put the main in training and then send that to the War Department or to the central office here to secure the evidence.

Mr. TOWNER. It is not only those injuries or disabilities that may be incurred in the service, but if they are increased——

Mr. SMILEY. Increased or aggravated.

Mr. TOWNER (continuing). Or aggravated while in the service, they are also in the privileged class?

Mr. SMILEY. Yes.

Mr. TOWNER. Take, for instance, a case of incipient tuberculosis which a man might have had before he went into the service and which might never have developed if he had not gone into the service, but which because of his service and exposure and, perhaps, privation which he may have suffered was aggravated and brought on, in such a case as that, where the evidence would fairly show such a condition, what would be the attitude with regard to such a case?

Mr. SMILEY. If the X-ray plate shows that that man has had active TB subsequent to discharge from the service, even to that extent, the man is granted training.

Mr. TOWNER. Then you can say that in so far as your experience and observation is concerned, that while you have been with the New York office it has been rather inclined to a liberal course of action with regard to such matters?

Mr. SMILEY. All instructions I have heard from the office are to give the man the benefit of the doubt.

Mr. TOWNER. Is that the talk of your superiors?

Mr. SMILEY. It is.

Mr. TOWNER. Is that the talk among the rank and file of the personnel?

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Mr. SMILEY. It is, throughout.

Mr. TOWNER. Do you see or hear anything to indicate a contrary disposition or tendency?

Mr. SMILEY. I have not seen such evidence in the office. I think you will find practically every employee there will, under nearly any condition, give the man the benefit of the doubt. If they were held to the wording of the law itself, you would find that many, many of the men, a large percentage I believe, have not strictly a vocational handicap, and there are men in training who would not be considered eligible except for the liberality of the Federal board in giving them training.

The CHAIRMAN. Speaking, then, directly as to the question of attitude toward the men, what would you say about the attitude of the office toward the man, whether it is one of sympathy or lack of sympathy, or whether it is one of charity, or what is your observation there?

Mr. SMILEY. My observation is that it is one of sympathy and an attempt to carry out the spirit of the law as enacted. Public opinion has somewhat changed that. For instance, the man may have a physical disability which is not a vocational handicap, and the very appearance of the disability is such that the man may be granted training under section 2, but he may not, even in that case, have a vocational handicap. I think public opinion has changed that considerably from the general statement of the law.

The CHAIRMAN. That would be leaning in sympathy toward the man.

Mr. SMILEY. Yes: in sympathy toward the man.

The CHAIRMAN. I do not know, but I am under the impression that in the beginning of the work the board was rather careful about the administration of the law, holding strictly to a strict interpretation of the law. That would be demanding or exacting under any administration unless the element of sympathy obtained. In other words, a board administering any kind of law must know that it would be under fire if it did not strictly adhere to the law, and that is always required in governmental functions and involves a certain amount of red tape, which seems to make governmental work not entirely satisfactory, and the board, in coming before the Committee on Appropriations and asking for funds, is bound to be under fire, first, as to what you are going to do with those funds, and secondly, how you are going to administer those funds, and are you holding strictly to the law. So I am rather inclined to the belief that the board originally might not have regarded the element of sympathy as we, as a committee, would think it ought to.

Mr. SMILEY. I can not speak for the board prior to the time I entered or began work, but I do know that since that date I can speak for the New York office, that they have been more liberal with the men than the technical interpretation of the law.

The CHAIRMAN. Reverting again to the delays, there has been much said about the boys having to wait in the office, and that was accentuated in my mind yesterday by picking up the Saturday Evening Post and reading an article written by Mr. Leffingwell on the bonus. The Post illustrated the article by giving some pictures of soldiers, and one picture is a group of boys waiting in the vocational rooms for

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training. I do not know that anyone would jump at the conclusion that there was a group of boys waiting unnecessarily, but with the criticism before the country now they might come to that conclusion. What have you to say about the boys grouped in a place in the building called the pen and waiting there for hours?

Mr. SMILEY. In the office at 469 Fifth Avenue it was the only available space we had. The office was very seriously crowded; in fact, we had no room to put in additional personnel, even had we been able to secure it. Our present quarters provide much more space, and they are not necessarily grouped that way. There are other places for them, if they care to remain while their cases are being looked up or checked up. From the standpoint of waiting for advice or other action, some of the men may be there for medical examination. Take, for example, a case of TB; we have one special doctor who takes care of those cases, and if there should be several cases ahead of that particular disabled man he might have to wait on that doctor, because he specializes along that phase of the work. Furthermore, if a man came in for a particular course, he may have to talk with the adviser, and the adviser may not have the information as to just what school is open or just where he can get the proper course, and he might then be sent to the training officer, and that officer might be busy with some other person. In other words, if quite a number of men should come in at the same time, to take care of them immediately we should have a large enough personnel to meet the maximum load, or we should carry a personnel to meet the average load. That is the situation, I believe.

The CHAIRMAN. You have a personnel sufficient to take care of the average load?

Mr. SMILEY. The average load from the standpoint of placing men in training, but not sufficient to meet a maximum load at one time.

The CHAIRMAN. If you had not sufficient personnel, you ought to have; and where is the fault?

Mr. SMILEY. I think the particular fault is due to the law. It limits the board to so many positions at salaries in excess of $2,400. We can secure many men at $2,400, but there is no guaranty of promotion. We have a number of men who are there at present at $2,400, but they are constantly leaving to take positions elsewhere at much higher rates. There is no guaranty at all that any can be promoted, and it does not interest some of them to stay. We have had men who are drawing considerably more than $2,400 who dropped their positions and went there temporarily to help out, to gain experience, and to work with the men. I would say the law should be changed in order to permit the board to employ such personnel as it desires and to make its selections without certain requirements—say that of the Civil Service Commission. It should also be at liberty to discontinue the services of men when they are found not to be the type of men for this class of work. I think the law should be changed.

The CHAIRMAN. Under the civil-service regulations written in our law you could not drop anyone who is not serviceable?

Mr. SMILEY. I believe we can recommend the dropping of an employee, but I am not sufficiently familiar with civil-service law to state whether or not we can actually drop him. At least, we have had one employee sitting in one department telling new employees that

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they did not have to work, that they could not be fired, to just sit around and fold their hands. I have his statement, and he has admitted to me that he told the employees that.

The CHAIRMAN. The civil-service requirements were based upon the idea that only qualifications should count in his appointments; that is, that no political pull or personally influential force should put him in; and secondly, when he is once in, no ulterior force could remove him. He could be absolutely independent in doing what he thought was the right thing to do. That is the source of argument for the civil service.

Mr. SMILEY. I think the spirit of the civil service is excellent.

The CHAIRMAN. You feel that the spirit of it is not fulfilled?

Mr. SMILEY. No; I think the spirit of it can not well be fulfilled at present.

The CHAIRMAN. Mr. Smiley, I think you ought to give to the committee the name of the man who made that statement to you.

Mr. SMILEY. If requested, I will.

The CHAIRMAN. I believe that that is important.

Mr. SMILEY. Mr. Ives.

The CHAIRMAN. Mr. Ives appeared before the committee?

Mr. SMILEY. Yes.

The CHAIRMAN. Will you repeat your statement to the committee now since the name has been mentioned?

Mr. SMILEY. Mr. Ives has stated to me that he has told other employees that they did not need to work, that they could not be fired, even if they did not.

The CHAIRMAN. What was in his mind when he made that statement to you? What was the purpose of that statement?

Mr. SMILEY. That I am unprepared to say, Mr. Chairman, but I cautioned him about it, and reports came to me afterwards that he was still saying the same thing.

The CHAIRMAN. What is the relationship between you and Mr. Ives?

Mr. SMILEY. Personal relationships are good.

The CHAIRMAN. Good?

Mr. SMILEY. There is nothing personal in the work so far as I am concerned. It is a proposition of putting the work across for the men.

The CHAIRMAN. Who is the immediate superior of Mr. Ives?

Mr. SMILEY. Mr. Carl Becker, in the advisement section.

The CHAIRMAN. And Mr. Carl Becker's superior is whom?

Mr. SMILEY. Myself.

The CHAIRMAN. So that Mr. Ives is really, in a way, under you?

Mr. SMILEY. Yes.

The CHAIRMAN. Has anything been done or said that had you the freedom you would relieve by dismissal? I want to make that question quite specific.

Mr. SMILEY. Before the Post investigation began, I requested either the transfer out of the district or the dismissal of several people, because of inefficiency and the wrong attitude.

The CHAIRMAN. Before this investigation?

Mr. SMILEY. Before the Post investigation began.

The CHAIRMAN. Have any of the parties that you requested be transferred appeared before our committee outisde of Mr. Ives?

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Mr. SMILEY. None have been transferred. Others have appeared before your committee.

The CHAIRMAN. What I am trying to connect up is this: You made some requests for transfers.

Mr. SMILEY. I did.

The CHAIRMAN. Have any of those persons outside of Mr. Ives been here to testify?

Mr. SMILEY. They have.

The CHAIRMAN. Would you care to give the names to the committee?

Mr. SMILEY. Not unless I am requested to do so. It is strictly impersonal. It is a matter of business.

The CHAIRMAN. But it is true that they have appeared?

Mr. SMILEY. Yes; it is true that they have appeared.

The CHAIRMAN. I will not require you to do that. It might be embarrassing without doing any particular good. Referring to the salary question, do you find many people leaving the service because of the salary?

Mr. SMILEY. I understand the number of men leaving the service has been greater in other districts than in the New York district. We have had several men leave the New York office and they are usually the best men who leave, because they can get so much better paying positions. They are sympathetic with the work of the soldier but those who are familiar with the living costs in New York City can hardly blame them for taking better positions elsewhere.

The CHAIRMAN. The board suffers somewhat by being in competition with outside industries that claim its best men?

Mr. SMILEY. It does suffer by that. We have interviewed a number of men certified to by the civil service commission that we would have been glad to employ but they have turned the positions down because of the fact that they could not be paid more than $2,400.

The CHAIRMAN. Mr. Smiley, have you had any offer yourself to leave the service?

Mr. SMILEY. I have.

The CHAIRMAN. Would you care to state at what salary?

Mr. SMILEY. I prefer not to but it was more than I am getting now; I left a salary paying more than I am getting at present.

The CHAIRMAN. Would you state to the committee why you would not accept it?

Mr. SMILEY. I told the Federal board when I came with them that I would not leave until the situation was cleaned up and put in thoroughly good shape, and I expect to hold to that.

The CHAIRMAN. Would you make any specific recommendations to the committee, outside of what you have already made, with reference to the salary and the civil service, as to what you think ought to be done by Congress, if anything?

Mr. SMILEY. I think the law should be changed, to begin with; I think it should be more clearly defined, so that there would be an understanding by the public, and especially by the disabled men, as to what the spirit of the law is, what the purpose of the law is, and what should be required in order that the work can be carried out.

The CHAIRMAN Would that require any legislation?

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Mr. SMILEY. I think it would. The law as it is drawn states "a vocational handicap in the judgment"—I am not sure of the wording, but I believe the intention is this, in the judgment of the Federal board. For instance, if you take the T B cases, I believe the board is now beginning to hold that when a man has had active T B that he has a major vocational handicap; that man may be in the very best type of work he is fitted for in case he is eligible for training; a man may request a change of course, but the board may not be inclined to give him a change of course if the medical department states he is in the most advisable work that he can be in. Frequently the men do not understand that situation. They see another job of work which they would like to be in and they wish to change, sometimes to a type of work that would be very detrimental to them. I think if the law could be changed, making it clear as to some of the conditions under which men could change their work, it would be very helpful to the board and also helpful to the men. It is not advisable in many cases for a man to change his work and take up a new vocation simply because he is eligible for training. It is very desirable in many cases that it be job improvement, and it is very difficult to get a number of men to take job improvement when that is most advisable for them.

The CHAIRMAN. I do not see yet the necessity of any additional legislation for that. I think that is within the power of the board.

Mr. SMILEY. The change would simply be to clarify the law, which would assist the Federal board in carrying out the work.

The CHAIRMAN. I wish you would either now or at your earliest convenience make a suggestion as to the form of the amendment of the law necessary. It strikes me the board could do that without any new legislation.

Mr. SMILEY. I shall be glad to submit a statement later, if you desire it.

The CHAIRMAN. I wish you would do that. Is there any other recommendation that you would make?

Mr. SMILEY. The same recommendations, including a change in the salary, also the requirements under the civil service.

The CHAIRMAN. We have those, and I mean in addition to those.

Mr. SMILEY. No; I believe not.

The CHAIRMAN. What would you say about centralizing the three functions, the Public Health, the War Risk Insurance, and the Rehabilitation Division—centralizing them under one head?

Mr. SMILEY. I am not prepared to make a definite statement, but so far as I have looked into it I would hardly consider it advisable, at least, at the present time.

The CHAIRMAN. You have effected a centralization of the functions in New York, have you not, so that you have them all together?

Mr. SMILEY. The offices are in one building now, where we can get in contact with each other very quickly.

The CHAIRMAN. That is a great improvement, is it not?

Mr. SMILEY. It is an improvement, especially through the United States Public Health Service, because we can call for doctors at that place, if there is a group of men coming in, where we could not before.

The CHAIRMAN. Since you have been there have you required these repeated examinations that were testified to earlier in the hearings?

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Mr. SMILEY. Not to my knowledge. That is strictly in the hands of the Medical Department. Now, here is a situation which is not generally understood: We are unable to employ the best doctors for the amount of salary given; we have to accept these men usually on half time; when these doctors are not there we must necessarily call for some other doctor; frequently these doctors are not sufficiently familiar with the purpose of the examination in order to give a complete and correct statement of fact; a doctor may be a very capable doctor but he may rate the case as a major vocational handicap and he may also state on the same examination that the man can return to his former occupation. The two disagree. It is necessary that such a case be reviewed by the board of medical examiners or to call the man in for reexamination in order to determine which it was, a major vocational handicap or a major disability. Reexaminations are required sometimes for that reason. I know the Medical Department is trying to avoid anything of that character so far as they possibly can; it is their intention, whenever possible, to give one examination and have that final.

The CHAIRMAN. That would certainly be desirable.

Mr. SMILEY. I recall one case in particular where the man was examined for two different disabilities and it was because, I believe, the discharge indicated one disability and the Medical Department found another disability. He was examined a number of times and the moment we found out that there was such a discrepancy it was immediately stopped. I do know that man had a complaint but it was not due particularly to the fault of the board. When the discharge showed one disability he had to be examined for it; that happened to be T. B., while the other disability was heard trouble, I believe.

The CHAIRMAN. You are working to avoid that duplication of examinations?

Mr. SMILEY. So far as possible they are trying to avoid any duplication of work.

The CHAIRMAN. One other question, Mr. Smiley. What about the morale of the working force now in New York?

Mr. SMILEY. The morale of the force is the best since I have been there. I know the placement department, its chief clerk's department, the case office, the training department, and the district vocational officer are in accord. We have frequent conferences and at those conferences we take up such matters as we think will improve the work. May I correct one statement which I believe was made by one witness to the effect that the district vocational officer and the supervisor of training were wrangling over the letter of Otcober 29 until in January. I can correct the statement in this way: I did not even enter the office in charge until November, which clearly indicates that was a mistake and that there was no wrangling over that particular letter.

The CHAIRMAN. Probably you were not the one to whom the witness referred.

Mr. SMILEY. I was the one who was referred to, because I was there in January and no other person could have been referred to; but this particular witness who testified was not connected with the execution of that letter and consequently did not know anything about it, and it was not necessary for him to know about it.

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The CHAIRMAN. You said a moment ago that the morale was better than it had been. The committee admits that nothing can be as good as it ought to be, but what we want to know is this: Is the morale there such that it would be regarded successful?

Mr. SMILEY. It is not as successful as we desire, because there are a very few people in the office who are doing all they can to sow discord; that is true; but they are not the ones who are trying to put the work across. The majority, the very large proportion of the employees in that office, are working in harmony.

The CHAIRMAN. Does that mean you are helpless in case you have those who are working in disharmony?

Mr. SMILEY. It seems that at present we are helpless to correct that condition.

The CHAIRMAN. That is a matter which simply must not be tolerated. If the office can not correct it I think Congress should be called upon to clean out the whole thing.

Mr. SMILEY. It should be corrected and corrected immediately.

The CHAIRMAN. Because it is too important a work to allow it to be crippled because of any quarrels of any kind or any disputes; that condition ought not to be permitted, especially if they are of a personal type or go to the differences of policy.

Mr. BURROUGHS. There are one or two questions I would like to ask you. I understand you to say that there are some men at the present time in the New York office who seem to be trying to sow discord there?

Mr. SMILEY. Yes; that is true.

Mr. BURROUGHS. Who are those men?

Mr. SMILEY. I would refer particularly to Mr. Ives and Mr. Meyers in a strictly impersonal way.

Mr. BURROUGHS. Is that feeling toward these gentlemen due in any way to the fact that they appeared here and testified?

Mr. SMILEY. It is not. A recommendation was made for their transfer prior to the investigation by the New York Post.

Mr. BURROUGHS. In what way are they trying to sow discord there?

Mr. SMILEY. I believe they are trying to cause criticism of the board before the men who are applying for training, stating to them that the Federal board is not doing anything for them. I can not give the exact statement of one of those men referred to, but this is in general the statement: He stated before a large group of men who were applying for training that if it was not for him, Mr. Meyers, and one other employee, they would receive no benefits under the law nor any attention. That creates a spirit of wrong attitude on the part of the men. Any other employee in the department will do just as much for the men as the two referred to.

Mr. BURROUGHS. Do you know that that statement was made?

Mr. SMILEY. I think that statement has been verified and sworn to by the person who heard it.

Mr. BURROUGHS. You think there is an affidavit in existence?

Mr. SMILEY. I think there is.

Mr. BURROUGHS. Do you know who has that affidavit?

Mr. SMILEY. I believe it is in the hands of Mr. Clark, the district vocational officer.

Mr. BURROUGHS. How about Mr. Noyes?

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Mr. SMILEY. Mr. Noyes's attitude toward the work is very, very good.

Mr. BURROUGHS. Would you think Mr. Noyes was an honest man?

Mr. SMILEY. I consider him a very honest man.

Mr. BURROUGHS. You know him well; personally?

Mr. SMILEY. Since going to the office in November.

Mr. BURROUGHS. If Mr. Noyes made a statement of fact to you, you would believe it, would you not?

Mr. SMILEY. I would accept the spirit of it, that he meant it as an actual fact.

Mr. BURROUGHS. If he said that a certain occurrence took place, you would accept that as creditable testimony?

Mr. SMILEY. I would, but I would not say that I would always accept his interpretation.

Mr. BURROUGHS. But if he made a statement of fact; if he stated that a certain thing was a fact and he knew it was a fact?

Mr. SMILEY. Yes, sir.

Mr. BURROUGHS. I call your attention to a statement by Mr. Noyes when he was here, found on page 79 in part 12 of the hearing; it is with reference to this matter to which you referred, namely, the order of October 29. Mr. Noyes said:

> The order came through on October 29. It was issued on October 29. That was when Mr. Farwell was the district vocational officer. I was one of the leading officers in the office. I did not even know that there were instructions of October 29 for a number of weeks, from four to six weeks, after those orders were issued. It was not until January that these instructions were carried out in the district vocational office in New York. There seemed to be a kind of paralysis fall upon the office during that period between the first of November and the middle of January. The supervisor of training and the district vocational officer were unable to agree upon a method, upon a procedure by which these orders could be carried out.

Now, Mr. Noyes stated that as a matter of fact; that was within his knowledge and within his observation during the time he was there between October 29 and the middle of January.

Mr. SMILEY. I gave a statement a little while ago and referred to that particular instance. Mr. Noyes was not familiar with the situation; he did give a statement of fact so far as he knew it, but he did not give an actual statement of fact.

Mr. BURROUGHS. If he were right there in the office, do you not think that Mr. Noyes has sense enough to know whether there was a kind of paralysis, as he says, that fell over the whole establishment there? He saw that and that was a matter of his own senses.

Mr. SMILEY. Mr. Noyes is mistaken.

Mr. BURROUGHS. He is either deliberately telling us something that is not so—he could not be mistaken in that thing, could he?

Mr. SMILEY. Yes, sir; he could be mistaken. I will give you the actual facts. Mr. Noyes stated that the district vocational officer and the supervisor of training were wrangling over it until in January; that the letter was issued on October 29; he refers to myself as the supervisor of training. I did not take charge of the work in that office until November 24 and that in itself indicates that there is an error in his statement. Furthermore, the letter was in effect when I entered the office. Mr. Madison, a semirepresentative of the central office, was the particluar officer having to do with the work which fell under the instructions issued on October 29; Mr. Noyes was not

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involved in the work of carrying them out and consequently it was not necessary for him to know it, although it may have been desirable that he know it; but even had he known it, it would not have assisted materially in the work because that was all placed under the supervisor, Mr. Madison. Mr. Noyes's statement is incorrect.

Mr. BURROUGHS. Well, it may be incorrect as to what was the cause of the paralysis, but can it be incorrect as to the fact that a sort of paralysis was over the office?

Mr. SMILEY. In December and January there was a very heavy load of work in cleaning up the cases of men who were placed in training prior, as I understand it, to the time that Mr. Farwell took charge of the office as district vocational officer. Many of those cases, of men in "try-out" training, were not established eligibility cases, but it was not a matter of paralysis; it was a condition that these men entered training at about a certain period of time and for a certain period of time; the time was expiring right around December and January, some in November; that, consequently, brought a heavy load of work regarding extensions and the instructions of October 29 were involved in cleaning up that condition. Mr. Noyes did not handle the work and, consequently, can not speak with authority on that point.

Mr. BURROUGHS. Mr. Noyes says at another place:

> Meanwhile, as you can see by the statistics of it and the falling off during those two months of the men that were put into training, the training officers spent a large part of their time in writing, and rewriting and rewriting their recommendations, simply in order to get them into the form that was required by the district vocational officer, and they were no sooner done than next day or the next week, around would come a new order not to proceed from that day forward doing this new method, but to go back to the past dates and rewrite them over and over again. It got to be a perfect joke in the office. Every morning when I came in the men in my section—I have charge of the section of trades and industries—the men would say, "Well, what is your new procedure this morning, Mr. Noyes?" We didn't know what we were going to do, whether we had got to write those letters—first, the procedure was to address them to central office, just as we already had done; next it was that they must be addressed—we must write the letter to the central office, but send it over the desk of the district vocational officer; third, that we were to bring that letter, telling central office that we had taken the action, but asking the district vocational officer to approve it. Finally, the whole thing went up in smoke and the procedure was worked out, and that procedure now, considering all the restrictions that are put around us, is working fairly smooth.

Now, Mr. Noyes is stating something there, apparently, that was within his own personal observation and he is either stating it truly or he is stating it falsely. Would you say that it is a true statement of what actually took place?

Mr. SMILEY. I believe that Mr. Noyes's statements could be interpreted as an exaggeration of the actual condition. He refers to the extension of time or change of courses and the process through which that was accomplished. Some of these were written in a very plain form of letter, called a cover letter; many of the letters written did not include sufficient information to make action in the case desirable; they were requested to rewrite those giving the actual facts, to put them up in such shape that they would go through and would be a complete record. Mr. Noyes's claim that they were rewritten is true; they were rewritten for the purpose of putting the work in good shape and leaving the records clear, so that the work would

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not have to be done over at a later date. I think the results were excellent.

Mr. BURROUGHS. This thought simply occurs to me with reference to what you have said concerning the apparent desire of Mr. Meyers and Mr. Ives to create discord in your organization over there. They testified here, I think both of them, that neither of them had seen or talked with the representative of the New York Evening Post concerning this investigation; that neither of them had communicated with him or furnished him any information at all. Now, the New York Evening Post began, as I understand, their publications several weeks before this investigation began before this committee; if it was, in fact, the desire of Mr. Ives and Mr. Meyers, as well as others there, to create discord, friction, and trouble in the organization at New York, would it not have been the natural thing for them, in your judgment, to have gotten in communication right away with some representative of this New York newspaper that was publishing articles every day concerning this board?

Mr. SMILEY. If the Federal board should furnish a letter from Mr. Ives to a Post reporter would that be evidence that he had been in communication with them?

Mr. BURROUGHS. I beg your pardon?

Mr. SMILEY. If the Federal board should furnish a letter from Mr. Ives to a Post reporter would that be sufficient evidence that he had been in communication with the Post?

Mr. BURROUGHS. Between what dates?

Mr. SMILEY. Prior to his statement on the stand as a witness?

Mr. BURROUGHS. Prior to the beginning of this investigation here?

Mr. SMILEY. Prior to the statement that he made while he was a witness, that he had not communicated with the Post.

Mr. BURROUGHS. I think it would be entirely competent to have such a letter produced as long as he stated here under oath that he had not communicated with them at all.

Mr. SMILEY. I believe the letter is now in the hands of the Federal board in the central office.

Mr. BURROUGHS. But still you have not answered my question which was this: If Mr. Meyers and Mr. Ives were in fact desirous of creating discord in the New York office would you not have thought that they would have immediately gotten into communication with the representatives of the New York Evening Post before this investigation began, because the publications in the Post were being made in the daily editions of their paper for several weeks before this investigation began?

Mr. SMILEY. I would judge they were in communication with them; I can not state that as a fact but I would believe it regardless of the testimony on the stand. May I refer to one matter which you brought up in connection with Mr. Noyes?

Mr. BURROUGHS. Yes.

Mr. SMILEY. That the work of putting men in training had slowed up during the particular dates you refer to?

Mr. BURROUGHS. Yes.

Mr. SMILEY. From November 30, 1919, to April 30, 1920, more men have been put into training than in the other previous 11 or 12 months.

Mr. BURROUGHS. Since that date?

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Mr. SMILEY. Yes; since that date, as a result of our reorganization and putting the thing in good shape.

Mr. BURROUGHS. You believe that the organization in New York to-day is in better shape than it has ever been, I judge?

Mr. SMILEY. Since I have been there; it is in much better shape than when I entered; I do know that.

Mr. BURROUGHS. When did you come from the New York office?

Mr. SMILEY. Down here?

Mr. BURROUGHS. Yes.

Mr. SMILEY. Yesterday morning.

Mr. BURROUGHS. Is it a fact that Mr. Lamkin was there when you came here?

Mr. SMILEY. Mr. Lamkin was there when I left.

Mr. BURROUGHS. And had been there for a day or two before you left?

Mr. SMILEY. He came the morning of the day I left.

Mr. BURROUGHS. You think that there should be some reorganization of your New York office now, as I understand it?

Mr. SMILEY. Probably there could be some desirable changes made in the New York office, but not necessarily a reorganization.

Mr. BURROUGHS. You would limit that to subordinates in the office?

Mr. SMILEY. I would.

Mr. BURROUGHS. Do you understandstand that Mr. Lamkin is there now with the idea of making any desirable changes or any changes that are thought by him to be necessary or desirable?

Mr. SMILEY. I do not understand that his trip is for that purpose at all, but that it is simply to see what we are doing in the office. It is such a visit as he would make to any other district office.

Mr. BURROUGHS. But certain changes have been recommended by the New York office to Mr. Lamkin, have they not?

Mr. SMILEY. I could tell you more clearly if you would indicate to me what you mean.

Mr. BURROUGHS. I thought you had already indicated in your testimony that the New York office had suggested to Mr. Lamkin certain changes in the personnel of the New York office.

Mr. SMILEY. Yes, sir; the district office has.

Mr. BURROUGHS. And it may be that Mr. Lamkin is there for the purpose of ascertaining whether it is desirable that those changes should be made.

Mr. SMILEY. I think not.

Mr. BURROUGHS. Do you think, Mr. Smiley, that the New York office has been or is now overloaded in its work?

Mr. SMILEY. We need more men in the training department and in the follow-up work of the men in training. At present the situation is that we have in the professionable department four men, and they have approximately 1,000 men taking professional courses. That averages 250 men in training to the training officer to follow up their work. The men are not grouped in large units, with the exception of a few places, such as Columbia University and New York University. We do need more men of the very best type to follow up that work. At present, we have to accept to quite an extent the opinions of the institutions where we place the men in training. We attempt to avoid placing men in training in institutions which

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are not of high class or high character, although sometimes it is necessary to place men in institutions which are not of the best because the man does not care to leave his home. He wants to have his training in the immediate vicinity of his home. Those cases we try to have followed up as closely as we can, but we can not do it with the type of men that we have at present. The trades department has very close to 2,000 men in training, and we need men there who not only have an educational experience, but also a trade experience. Those men are the most difficult ones to secure. We have two men in that follow-up section with the type of experience that we want.

Mr. BURROUGHS. Is it because you can not find the men with that type experience, or is it because, while you may find men of the type you want, you are unable to give them good salaries?

Mr. SMILEY. That is the particular thing which limits us in securing an efficient personnel. I received a letter only yesterday from a man whom I have been trying to get for three months. He is a very high-class man, and he has finally decided that he can not come with us, because there is no guarantee of promotion, and he does not feel that he can give up a better salary to come to New York City without any guaranty.

Mr. BURROUGHS. What do those men of the type that you think are desirable and necessary for success in this work feel that they ought to have?

Mr. SMILEY. The majority of them ask for around $3,000.

Mr. BURROUGHS. How many men have you now for the doing of that work?

Mr. SMILEY. Do you mean men of that character?

Mr. BURROUGHS. Yes.

Mr. SMILEY. Our agricultural section has three men in it, and that section is operating very efficiently. We have, I believe, somewhere around 300 men in training in that section, which means not exceeding 100 men per training officer. I think that section is running very smoothly and efficiently. The professional department needs men of wide experience, and we have but few men there with wide experience. We have one man in that department who is especially good. In the commercial department we have probably as difficult a time as we have in any department in securing men who have administrative and business experience and also experience which will enable them to go to an institution from the standpoint of a training examination and advise them as to how the work should be carried on and to determine whether or not the men are getting the particular work which will make them fit for the vocation they intend to enter.

Mr. BURROUGHS. You say you have three men in the agricultural section, and you spoke of one in the professional section.

Mr. SMILEY. We have four in the professional section. One man is very well qualified.

Mr. BURROUGHS. How many have you in the commercial section?

Mr. SMILEY. We have five men in the commercial section.

Mr. BURROUGHS. So that you have in those three sections a total of 12 men?

Mr. SMILEY. Yes, sir.

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Mr. BURROUGHS. But of the 12 men not more than 8 or 9, you would say, measure up to what you would consider the proper standard for that work?

Mr. SMILEY. I would put it this way: If we had more men, we could assign particular work to those men or so much work as they could do efficiently, but for those men to cover all of the work I consider it too much.

Mr. BURROUGHS. Where you now have nine men on this work how many men, in your opinion, should you have?

Mr. SMILEY. We should have in the professional department approximately three more high-class men. I do not believe that at the present time we need any more in the agricultural department. I think that is working very smoothly. In the commercial department we should have four more men, and in the trades department we should have not less than 10 more men.

Mr. BURROUGHS. How many have you in the trades department now?

Mr. SMILEY. Approximately 10 now.

Mr. BURROUGHS. That is the largest of your four departments?

Mr. SMILEY. We have nearly 2,000 men in training in that section.

Mr. BURROUGHS. That is much larger than the others?

Mr. SMILEY. Yes, sir; it is much larger than the others. It is nearly twice as large, and it requires closer supervision.

Mr. BURROUGHS. Do you think it would be an advantage, or otherwise, to divide up the work and have numbers of subagencies, or something of that sort, so as to subdivide the work, to the end that it would not all come into the New York office?

Mr. SMILEY. We have suboffices. We have one in Buffalo, one in Rochester, one in Newark, one in New Haven, and one in Hartford. We had one in Rochester, but we lost that man. He was an exceptionally good man. As an illustration, he was receiving $3,000 under the board, and I understand that he has taken a position at $5,500. He left a position paying around that salary to come with the board. He felt that he had been with the board a sufficient length of time, and could not afford to remain any longer. We do have suboffices, but, unless we have a sufficient personnel, especially men in this section to handle the work, or the follow-up work right from this section, we will have difficulty.

Mr. BURROUGHS. You think that the situation can be met, then, under the present system of organization if you could have more men or a larger personnel.

Mr. SMILEY. Yes, sir; we need more high class men.

Mr. BURROUGHS. It would be your recommendation, then, that this salary limitation should be removed?

Mr. SMILEY. I think it should be removed, and, also, included with that, should be the privilege of the district vocational officer to employ and discontinue the services of men as he sees fit.

Mr. BURROUGHS. You make that as a recommendation?

Mr. SMILEY. I would make that as a part of it.

Mr. BURROUGHS. I believe that is all, Mr. Chairman.

Mr. SMILEY. May I make another statement?

The CHAIRMAN. Yes.

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Mr. SMILEY. I believe one of the witnesses yesterday spoke about the Seward Park Rehabilitation Center, of which Dr. Mayman is the director. The reason for removing men from that particular institution was that the school was established as a receiving station to take men with very little previous educational preparation, or those who had no educational background, or those who had disabilities which at the moment prevented a complete advisement as to the type of work to be taken up. The school operates from 9 o'clock in the morning until 1 p. m. The men get academic instruction during that period. There are no shops which are open to them until 3.30 o'clock in the afternoon. The shops are in public school No. 62, New York City. Shop classes are conducted there from 3.30 to 6.30, and it is a very undesirable arrangement. Furthermore, the work in those shops is not a strictly vocational course, but it is more in the nature of prevocational work, or more nearly a try-out work. We have one of our best men in the training section there as coordinator for that school, Mr. Shoemaker, and when Mr. Shoemaker recommends that a man be transferred from that school to another institution, which more nearly gives him a vocational preparation or to placement training, where he can get actual contact with the job that he is to follow, that recommendation is carried out. The man is transferred to another place for the benefit of the man, and not for the benefit of the school.

We would like to establish a big receiving station, and I would personally feel that it might be either under private control or public control. I do not know but what it would work out better through private control, because there would be the element of competition, and they would do a better class of work. One of the schools that was discussed yesterday was the Allegheny Vocational School, and I would like to state here that I had known of Mr. Boland's work prior to his taking charge of that school, when I was doing work for the War Department. His work at that time was considered the very best work of a vocational character in the United States. His work is of an exceptionally high character.

Mr. BURROUGHS. Did you ever visit his school?

Mr. SMILEY. I have not visited his present school, but I did know of his work prior to that time, while I was an instructor in practical mechanics under the War Department, and I know that his work at that time was considered to be especially good. He was authorized to prepare instructions for distribution throughout the United States because of the excellency of his work.

Mr. BURROUGHS. Have you ever placed any men for training with him?

Mr. SMILEY. We have not; but we would be glad to establish a similar school in our district. We have a receiving station at Buffalo. The public-school system at Buffalo is filled to capacity at the present time, and we have no opportunity for try-out courses there. As a result, the men are taking preliminary elementary work prior to the time when the schools will be opened for the summer session. During the summer session the men will have trial courses, and will then be recommended for future training. Now, that brings up this point: The Buffalo School Board is receiving a nominal sum, on the cost basis. Private concerns could operate probably as cheaply, perhaps with some profit, and give the men the type of work we demand, and

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that brings up one point that I would like to present to the committee: I believe that the War Department has a great amount of material on hand that is not being used and which is stored in various places, and I would recommend that that material be turned over for the benefit of these men.

Mr. BURROUGHS. I thought that that authority had been given by Congress.

Mr. SMILEY. It has never been given. We were securing material for use, but the War Department decided that we were getting it illegally and stopped it, and now we can not get sufficient material to supply these men.

The CHAIRMAN. That matter was discussed by Members on the floor of the House recently, and my understanding was that there was nothing that was necessary to do.

Mr. SMILEY. I do know that we have been unable to get the equipment.

The CHAIRMAN. We had that matter up once before.

Mr. SMILEY. I refer particularly to material at the camps, such as Signal Corps material and material used by the Surgeon General's Department in reconstruction service.

Mr. BURROUGHS. Will you in a word or two state wherein this Boland school, or Allegheny school, has advantages. I understood you to say that it does have advantages over other technical schools.

Mr. SMILEY. The Carnegie Institute, for instance, during the war gave instructions to some mechanics for the Army, but their work was a very elementary type.

It was exercise work. You would hardly consider that a university of that size would give exercise work, but it did it. Right alongside of that work, was the Boland work, which was the work of actual production. That illustrates the difference. Many of the public educational institutions have not reached the point of giving vocational training, but they are giving preliminary work or illustrative work, but not actual work on a productive basis.

TESTIMONY OF MR. JAMES J. FINNEGAN, 418 FIRST AVENUE, NEW YORK CITY.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. You are now in some training school?

Mr. FINNEGAN. Yes, sir; I am with the Adding Machine Co., at Bush Terminal, in Brooklyn.

The CHAIRMAN. When did you enlist in the Army?

Mr. FINNEGAN. March 9, 1913.

The CHAIRMAN. Where did you serve?

Mr. FINNEGAN. I served at Panama for three years; I served in Mexico 14 months; and I put in the rest of the time in France.

The CHAIRMAN. Where were you wounded?

Mr. FINNEGAN. I was wounded at the Battle of Cantigny on the 28th of May, and I was wounded again on the 6th of October in the Argonne forest.

The CHAIRMAN. When were you discharged?

Mr. FINNEGAN. March 10, 1920.

The CHAIRMAN. What was your disability rating by the War Risk Insurance Bureau?

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Mr. FINNEGAN. I do not know.

The CHAIRMAN. What do you receive from the War Risk Insurance Bureau?

Mr. FINNEGAN. I do not receive anything from them; I receive it from the Federal board.

The CHAIRMAN. When did you apply to the Federal board for training?

Mr. FINNEGAN. I applied for training on the 14th of March.

The CHAIRMAN. You were discharged when?

Mr. FINNEGAN. On the 10th of March, and I applied for training on the 14th of March.

The CHAIRMAN. Where were you when you were discharged?

Mr. FINNEGAN. I was at the Army hospital.

The CHAIRMAN. Where?

Mr. FINNEGAN. At Fox Hill, Staten Island.

The CHAIRMAN. You applied for training on the 14th of March?

Mr. FINNEGAN. Yes, sir.

The CHAIRMAN. Where did you apply?

Mr. FINNEGAN. I applied at the Federal board for vocational training up at Fifth Avenue and Fortieth Street.

The CHAIRMAN. How many times were you examined?

Mr. FINNEGAN. I was examined one time.

The CHAIRMAN. When were you put into training?

Mr. FINNEGAN. On the 17th.

The CHAIRMAN. When?

Mr. FINNEGAN. On the 17th of March.

The CHAIRMAN. That sounds better. Where is this school that you spoke of?

Mr. FINNEGAN. It is not a school.

The CHAIRMAN. Yours is shop training?

Mr. FINNEGAN. Yes, sir; shop training.

The CHAIRMAN. How are you getting along?

Mr. FINNEGAN. Fairly well.

The CHAIRMAN. Do you get your checks regularly?

Mr. FINNEGAN. Yes, sir; on the 1st and 15th of every month.

The CHAIRMAN. How long a course did you enter for?

Mr. FINNEGAN. Six months.

The CHAIRMAN. Are you satisfied?

Mr. FINNEGAN. Yes, sir; I have to be.

The CHAIRMAN. You have to be?

Mr. FINNEGAN. Yes, sir.

Mr. VESTAL. What do you mean by saying that you have to be satisfied?

Mr. FINNEGAN. I can not use my other arm, and I have to take what I can get. I can not pick anything. I do not know what to pick, and I let them pick for me.

Mr. VESTAL. You depend upon the board to select the training that you are best suited for?

Mr. FINNEGAN. Yes, sir.

Mr. VESTAL. And you say that you are satisfied with your training?

Mr. FINNEGAN. Yes, sir; I am perfectly satisfied.

Mr. ROBSION. If you had been obliged to wait for eight months or a year before your case was passed upon, and then had not gotten

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the training that you thought you ought to have, you would very likely have a different story to tell?

Mr. FINNEGAN. Yes, sir.

Mr. ROBSION. That is all.

The CHAIRMAN. You are excused.

TESTIMONY OF MR. JOSEPH HETHERINGTON, 140 WEST ONE HUNDRED AND FOURTH STREET, NEW YORK CITY.

(The witness was duly sworn by the chairman.)

Mr. TOWNER. What was your former occupation before entering the Army?

Mr. HETHERINGTON. I was formerly a machinist.

Mr. TOWNER. Where were you working?

Mr. HETHERINGTON. With the Newport News Shipyard Co., under the United States Government.

Mr. TOWNER. You were in France?

Mr. HETHERINGTON. Yes, sir.

Mr. TOWNER. How long were you in the service?

Mr. HETHERINGTON. Nineteen months.

Mr. TOWNER. Were you wounded there?

Mr. HETHERINGTON. I was wounded in France on July 28, and again on November 7.

Mr. TOWNER. What year?

Mr. HETHERINGTON. 1918.

Mr. TOWNER. What is the nature of your disability?

Mr. HETHERINGTON. A fracture of the spine, a machine-gun bullet through the bone below the knee, and gas.

Mr. TOWNER. When were you discharged?

Mr. HETHERINGTON. On May 15, 1919.

Mr. TOWNER. At what place?

Mr. HETHERINGTON. General Hospital No. 9, Lakewood, N. J.

Mr. TOWNER. When did you make application for training?

Mr. HETHERINGTON. I made application for training to the Federal board when in the hospital?

Mr. TOWNER. Before your discharge?

Mr. HETHERINGTON. Yes, sir.

Mr. TOWNER. When were you notified that your application was approved?

Mr. HETHERINGTON. About five days after I had been discharged from the service I received a letter from the Federal board, at 409 Fifth Avenue, to report there. I reported there and was reexamined by the doctors of the Federal board. That was around the 1st of June, I believe it was, or the latter part of May.

Mr. TOWNER. They gave you a No. 2 training?

Mr. HETHERINGTON. Yes, sir.

Mr. TOWNER. With compensation?

Mr. HETHERINGTON. Yes, sir; with compensation.

Mr. TOWNER. Where were you placed?

Mr. HETHERINGTON. I was placed with the Hefley Institute, in Brooklyn, in a preparatory course in mechanical engineering.

Mr. TOWNER. How long did you remain there?

Mr. HETHERINGTON. I am at the Hefley School at the present time.

Mr. TOWNER. How long have you been there?

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Mr. HETHERINGTON. Since last June 24.
Mr. TOWNER. 1919?
Mr. HETHERINGTON. Yes, sir; 1919.
Mr. TOWNER. How long will your course continue?
Mr. HETHERINGTON. For two years.
Mr. TOWNER. Is the instruction you are receiving there satisfactory to you?
Mr. HETHERINGTON. It is. It is fine.
Mr. TOWNER. You are making progress?
Mr. HETHERINGTON. I am making good progress.
Mr. TOWNER. It is satisfactory to yourself?
Mr. HETHERINGTON. Yes, sir; it is a great satisfaction.
Mr. TOWNER. Do you believe that you will be able to complete your course in the time you have indicated?
Mr. HETHERINGTON. I hope I will. I have had practical experience, and all that I actually need is theory.
Mr. TOWNER. Are there any other soldiers in that school?
Mr. HETHERINGTON. There are about 150.
Mr. TOWNER. What is the general attitude of the boys who are there with regard to their training?
Mr. HETHERINGTON. The general attitude of the boys at the school is that they are receiving proper training and that they are glad to have it so as to better themselves in life.
Mr. TOWNER. Then, it is your idea that the boys generally are satisfied with the training they are receiving there?
Mr. HETHERINGTON. They are perfectly satisfied.
Mr. TOWNER. Now, in regard to the attitude of the members of the board with whom you have came in contact, was that friendly and sympathetic, or otherwise?
Mr. HETHERINGTON. I know that in my own case I received nothing but kindnes from the men that I have had dealings with in the Federal board.
Mr. TOWNER. In talking with them, and especially with those who are in training, have you heard any criticisms by them as to the attitude of the board toward them?
Mr. HETHERINGTON. No, sir; I have not. Since last January 15 we have formed an association in the second district of New York of Federal board students. They appointed a delegation to come to Washington to try to have a bill put through Congress. It was the Darrow bill. I happened to be one who was elected on the delegation. Since January 15 I have had the heartiest cooperation of the men here in the Federal board in trying to get extensions and transfers for the men that are in training. I would go into the Federal board's office after school hours, and I would see comrades, or "buddies," as I call them, at the office. I would see one with a cane or crutches, and I would say to him, "What is the matter, buddy?" He would say, "I am waiting to make out by application for vocational training." I would say, "All right; are you waiting here or have you been up to the desk?" He would answer, "I have not been to the desk yet." I would take the man to the desk, and the man would make out his application. I suppose I have fixed up 500 cases, or have handled them through the Federal board in the New York district. I do not believe that there is any one of the cases that has had to wait two weeks before the man could get a satisfactory answer.

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Mr. TOWNER. From your experience, then, I would infer from what you say that the boys need some encouragement and advice regarding the prosecution of their cases before the board.

Mr. HETHERINGTON. I do believe it. There are some men who come before the Federal Board for Vocational Training who do not even talk or understand the English language. They can not spell their names in the English language. I believe that those men should be advised and put into schools where they can be taught the English language, so as to make good American citizens of them.

Mr. TOWNER. Do you know whether that is being done or not?

Mr. HETHERINGTON. I have found that it is being done. I have met some of the men since, and I have noticed the improvement in them.

Mr. TOWNER. From your experience, which seems to have been somewhat extensive, and in your association with the boys who are to take training and who are taking the training, you would say that you have no criticism to suggest as to the action of the board in the New York office?

Mr. HETHERINGTON. The only thing that I can say is that the cooperation I have received from the men that I have been in contact with in the New York office of the Federal board has been hearty.

Mr. DALLINGER. It was almost a year ago that you began your training?

Mr. HETHERINGTON. On June 24, 1919, I started in training.

Mr. DALLINGER. Did I understand you to say that you were never examined by a doctor of the War Risk Insurance Bureau?

Mr. HETHERINGTON. I was examined by a doctor of the War Risk Insurance Bureau about five days before I started training under the Federal board. That was the monthly report that I was actually called to stand——

Mr. DALLINGER (interposing). What I am trying to get at is this: You had no rating or had received no rating from the War Risk Insurance Bureau when you were notified that your training by the Federal board was approved?

Mr. HETHERINGTON. No, sir; I got a certificate first. I got a certificate of disability upon my discharge. My discharge is a certificate of disability under the United States service.

Mr. DALLINGER. What hospital were you in?

Mr. HETHERINGTON. General Hospital No. 9 at Lakewood, N. J., is the hospital that I was in in the United States. I had been in seven hospitals in France.

Mr. DALLINGER. What kind of a doctor's examination was given you; were you examined by a doctor in the Army?

Mr. HETHERINGTON. It was an examining board that examined me before I got my discharge.

Mr. DALLINGER. And they gave you the rating?

Mr. HETHERINGTON. Yes, sir.

Mr. DALLINGER. What was your rating?

Mr. HETHERINGTON. I can not tell you. I know that I received $56 a month. That was under the old bill, before the Sweet bill had passed.

Mr. DALLINGER. It was only about a month before you actually got your training?

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Mr. HETHERINGTON. It was not actually a month. I got my discharge on the 15th of May and it was around the latter part of May that I got notice to come to 469 Fifth Avenue. Then I received an examination there and on the 20th of June I went into training.

Mr. DALLINGER. It was a little less than three weeks from the time you were examined by the doctor that the Federal board started your training?

Mr. HETHERINGTON. I should judge so.

The CHAIRMAN. You are excused.

Is there any other soldier——

Mr. BLANTON. I want to ask a question.

The CHAIRMAN. We will change the rule of the committee and you may proceed.

Mr. BLANTON. When were you notified to come down to Washington?

Mr. HETHERINGTON. Yesterday afternoon.

Mr. BLANTON. By a member of the board?

Mr. HETHERINGTON. No, sir.

Mr. BLANTON. By whom?

Mr. HETHERINGTON. By a gentleman, I think, that received the subpœna from the House here in Washington.

Mr. BLANTON. You were subpœnaed?

Mr. HETHERINGTON. Yes, sir.

Mr. BLANTON. When did you first learn that you might probably be called here?

Mr. HETHERINGTON. When did I first learn that I might be called here?

Mr. BLANTON. Yes, sir.

Mr. HETHERINGTON. I will tell you the honest truth; I did not know whether I was ever going to be called.

Mr. BLANTON. Did anyone ever talk to you about the probability of your being called here?

Mr. HETHERINGTON. No, sir.

Mr. BLANTON. You had no information until yesterday afternoon?

Mr. HETHERINGTON. I had no intimation until yesterday afternoon. I received that subpœna at my home.

Mr. BLANTON. You were not furnished with transportation?

Mr. HETHERINGTON. No, sir; I was not.

Mr. BLANTON. You came on a subpœna?

Mr. HETHERINGTON. Yes, sir. I have the subpœna in my pocket.

Mr. BLANTON. You are absolutely satisfied with the treatment that you have received?

Mr. HETHERINGTON. I positively am.

Mr. BLANTON. And you have no complaint whatever to make?

Mr. HETHERINGTON. I have no complaint whatever to make.

Mr. BLANTON. You think that the board has been functioning efficiently?

Mr. HETHERINGTON. I sure do.

Mr. BLANTON. Do you know of anyone else among your brother soldiers who does not feel that way?

Mr. HETHERINGTON. That I can not say.

Mr. BLANTON. Have you heard any complaints among your brother soldiers?

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Mr. HETHERINGTON. Yes; I have heard complaints from men that have been down here before this committee.

Mr. BLANTON. Do you know of any soldiers that you may have come in contact with in New York who have not yet been put into training who want training?

Mr. HETHERINGTON. If you were to go to the New York office——

Mr. BLANTON (interposing). Just answer the question.

Mr. HETHERINGTON. On the street I have never met a soldier yet who has ever spoken to me on this matter.

Mr. BLANTON. You do not talk with them about it?

Mr. HETHERINGTON. No, sir.

Mr. BLANTON. You are out of training now?

Mr. HETHERINGTON. No, sir.

Mr. BLANTON. You are still in training?

Mr. HETHERINGTON. Yes, sir.

Mr. BLANTON. How much longer do you expect to take the training?

Mr. HETHERINGTON. Probably another year; maybe another year and six months.

Mr. BLANTON. No further questions.

The CHAIRMAN. You are excused, Mr. Hetherington.

I will make this statement for the record:

A list of soldiers was handed me, upon my suggestion, including 12. The committee decided not to call all of those, but to take them from random and selected half a dozen, and they were subpœnaed day before yesterday to be here to-day. I presume those who have not yet appeared may appear before the day is over. Consequently, we will go on with another list of witnesses.

Miss Ensor, will you please take the stand?

STATEMENT OF MISS EUNICE M. ENSOR, 1901 D STREET, WASHINGTON, D. C.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Miss Ensor, please give your full name and residence?

Miss ENSOR. Eunice M. Ensor. My legal residence is Omaha, Nebr. My official residence or place of business is 1901 D Street, the Federal board.

The CHAIRMAN. Miss Ensor, what is your connection with the board?

Miss ENSOR. My connection at the present time is assistant to the superintendent of advisement and training, Mr. W. I. Hamilton, with a special assignment as supervisor of the work being done by the illiterates and all men with less than a full elementary education.

The CHAIRMAN. How long have you been with the board?

Miss ENSOR. I first went with the board in October. I think I took my first oath of office probably about the 6th of October, 1919.

The CHAIRMAN. What had you been doing before you went with the board?

Miss ENSOR. Before coming to the board I had been in Washington working in different connections. During the time of the war there were probably 10 or 12 officers who were here from France lecturing in the War College. They would write out their lectures in French

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and then translate them into English as nearly as possible, and then I would correct the manuscripts for publication. That was one position. I also in an unofficial capacity did some critical work in the meantime for the Committee on Public Information, some investigational work and critical work for the educational bureau of the Treasury Department, also some work for the Bureau of Education, and avocationally I directed some of the pageants that were given by the District of Columbia government. I was on a leave of absence at the time from the Detroit school system.

The CHAIRMAN. From the Detroit school system?

Miss ENSOR. Yes, sir.

The CHAIRMAN. What connection had you with the Detroit school system?

Miss ENSOR. I had been the head of a high-school department in the Detroit school system. I had very close connection with foreigners. I was at the head of a high-school department in the Rochester school system, also did special work with foreigners; before that I was a special supervisor in the Omaha schools. I have been connected with instructing and supervisional work of illiterates since 15 years of age. Judge Towner probably knows of the industrial conditions in Omaha at that time; we were very much pressed for people to work with the foreigners that came to our packing-house district. I was in the high school and volunteered and have been doing work with the illiterates from that time up to the present time. I have never been away from the work more than two or three months at any time.

The CHAIRMAN. Do you believe in the feasibility of attempting to educate adult illiterates?

Miss ENSOR. Yes, sir; I certainly do.

The CHAIRMAN. You think it is possible?

Miss ENSOR. It is possible and very feasible.

I should like to explain my full connection with the Federal board and how I happened to come to the Federal board.

The CHAIRMAN. Certainly.

Miss ENSOR. When my work was completed—the special work which I have mentioned—I was in very close connection with some of the best educators in the country, and they advised me to go to the Federal board. One said, "Of course, there is a lockout as far as women are concerned, but I believe that you have a special work that you could do, and I want you to go and see what chance you have for doing it."

The CHAIRMAN. What was the significance of that phrase, "there is a lockout"?

Miss ENSOR. Up until November, 1919, Dr. Fess, the civil service examinations for positions with the Federal board were closed to women.

The CHAIRMAN. I think that is news to the committee.

Miss ENSOR. Absolutely closed. So my position, until very recently, has been very unique, because I have been the only woman connected with the training section of the Federal board. There has been no time in the central office when they have considered me as a woman; it has been on a different basis that those men have considered me; in fact, it is the way that men in business should consider a woman. I have been called upon for opinions; I have been

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invited to their conferences and have taken part in their programs; in fact, I have been just like one of the men. There has been no discrimination against me and no preference because I was a woman.

The CHAIRMAN. I rather think I was justified in introducing a bill requiring a woman to be placed on the Civil Service Commission, although the bill was not necessary. We have it by appointment to fill a vacancy.

Miss Ensor, you may proceed.

Miss ENSOR. Dr. Fess, may I continue to tell you my full connection with the board?

Miss ENSOR. I went to Mr. Hamilton, and I talked with him about the immediate necessity of taking care of the illiterates. Mr. Hamilton asked me what my previous experience had been. I gave him references to some of the best educators of the country. He said, "Well, I want you, but I do not know what arrangement I can make with the Civil Service Commission. I will let you know in a couple of days." In a couple of days the personnel officer called me and asked me if would report to Mr. Hamilton. I went to see Mr. Hamilton and told him I did not wish to make any connection with the Federal board at that time but wanted to do this special piece of work; that was, gathering together material and outlining a policy whereby our Federal board men of the illiterate class could be most quickly put into training and educated in a line of industrial vocational English that would best permit them to go on with their future training, and stated that we could not take these men, within a period of 60 days or 90 days or four months, and instruct them according to the usual policy used in the evening schools, as that work had been entirely amusement work or strictly Americanization work; that in many of the evening schools of the country they treat these men as if children; teach them just like they teach children: and that is very monotonous, and the men resent being taught in that manner; that we should start our policy on an entirely different basis; that every utterance, every bit of reading material, every bit of language work, and every bit of arithmetic should be absolutely vocational—something that could be immediately used by the men. Mr. Hamilton said, "How long will it take you to do that?" I said, "I have gone into the subject so thoroughly that I think I can do it in a month, but I do not wish to make any connection longer than a month."

When I got this ready I submitted it to Mr. Hamilton and it was sent out as Miscellaneous 184, as a policy for our receiving stations for our illiterate type of men. At the end of 30 days Mr. Hamilton said, "I do not want you to go. Will you stay on longer?" I said. "Just a little bit longer. I do not like to be in a position where I can not have an official status. As long as you can not secure a civil service standing for me I would rather have a position where I could have a regular status," but I became so vitally interested in the work that I remained. I then thought my next duty was to read everything in connection with the rehabilitation work that had been carried on in the different countries and also to familiarize myself with every rule, regulation, information sheet and instruction and the code. Mr. Hamilton not only gave me the reading material. but also questioned me and quizzed me at the end of three weeks to see how much I knew about the work. Just about that time they

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were taking on quite a few men in the central office, while we were waiting for the students to be inducted into the schools I had no supervisional work to do, so Mr. Hamilton said that I had better take up this class for training men as they came into the office. When the men, who were to become advisers and training assistants, were hired by the Federal Board they were sent to the Federal office—that is, the men were hired from this office and put into the training class, and they stayed for two weeks, some may have stayed three or four days more than two weeks, and they went through the reading and study of the rules, regulations, information sheets, and code, at the end of that time they were placed out in the district offices. I had met all of the D. V. O.'s and had known them quite well and as time went on I visited the different district offices so I was able to make recommendations to Mr. Hamilton for placing these advisers and training assistants. I recommended only the men who were most efficient, and I have never had adverse criticism made of any man that I recommended for a D. V. O. office. The recommendations were made in such a way that if a man did not prove satisfactory within 10 days the D. V. O. was to notify central office and the man then became subject to further assignment. Not one of the men that I recommended was ever sent back.

The CHAIRMAN. What is your status?

Miss ENSOR. Training assistant the last two months. The civil service commission let down the bars and I was able to take a civil service examination.

The CHAIRMAN. You are really officially attached to the board?

Miss ENSOR. At the present time I am officially attached to the board as training assistant.

As this work grew so in the central office it was put into the charge of Mr. Crowell and my last connection with the training class was about March 10. Since that time and before that time I had visited seven of the districts and had gone through and organized the work for the illiterates in the seven districts where we have had the most of these men.

I have also been at the district offices enough to know the procedure quite well and I have been interested to see how the procedure was being carried out in the different offices. I have been very much interested in the witnesses whom you have heard the last few days. They have all testified to things that I know of and there have been certain statements made on the witness stand which were made in my presence yesterday when Mr. Boland was put to such a severe test; I was greatly concerned because I helped to organize the elementary work in that school.

Many people, Dr. Fess, educators, people connected with the Federal board, and industrial men have visited that school, and they have said that up to the present time they have never seen a school that was so well adapted to this particular training for this type of men.

The CHAIRMAN. I think you have qualified yourself to speak, and what recommendations would you make to this committee for the betterment of this work?

Miss ENSOR. The recommendations that I have mentioned before, but I think in two or three instances I can explain a couple of points that have not been cleared. Take our civil-service examination: As

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I said before, these applicants are certified by the Civil Service Commission to the central office. These men are certified if they can just meet the civil-service requirements. There were 68 names submitted. When I inspected them I found masters' degrees, doctors' degrees, with years of experience as ministers, educators, teachers, and so on and so forth, but, Dr. Fess, when some of those men appeared in the flesh they were utterly impossible. One man I might make special reference to. He came with a doctor's degree. He had been a court stenographer, and he had been a typist, he had been a school-teacher, he had been a minister. As I say, he had three degrees. When he came to me, the poor soul was frayed out at the elbow and elsewhere in his clothing, and he was so emaciated looking that I had pity for him, but we could not employ him, yet on paper he was the perfect man, I think, as shown by the examination.

The CHAIRMAN. There are lots of doctor degree men down in the lower section of the worst part of the city.

Miss ENSOR. Another man sent to the board stated that he had held a high position; that he had been an executive. When he came to me my impression was that he wanted to be put in the training class. He at every possible opportunity tried to impress upon me that he had been an executive.

Mr. ROBSION. He had been what?

Miss ENSOR. An executive; but when he was put down to learn office procedure, detail work, so on and so forth, he was impossible.

The CHAIRMAN. That is an awful indictment of the Civil Service.

Miss ENSOR. I can not help it. I am simply telling some of the things as I have found them.

The CHAIRMAN. What is your recommendation?

Miss ENSOR. I went to Col. Crawford, who was in charge of the personnel—Mr. Hamilton was out of the office—and I said to him, "Is there not some way whereby these men could be put into the training class and let them come to the central office and stay a few days; then let the medical department, the case department, the legal department, or some one have something to say about whether or not they can carry on this work, and not take everyone that the Civil Service Commission sends here to get a position," He said, "That would be a fine arrangement, but how can we do it?"

The CHAIRMAN. You think, in order to make the Civil Service beneficial, assuming that it is proper as a principle——

Miss ENSOR (interposing). It is proper as a principle.

The CHAIRMAN. You think it is a fair assumption that it is necessary to give a leeway to the appointive power to go beyond what appears in the papers?

Miss ENSOR. It certainly is.

The CHAIRMAN. That is one recommendation. What other recommendation have you to make?

Miss ENSOR. May I just illustrate by a little incident that happened to me; it is simply a personal matter and it will take me but a minute.

I was ill with the quinsy and they sent me a Red Cross nurse. The Red Cross nurse had been overseas and had a high standing. I was suffering from severe pain. When she came into the room she opened the door and then slammed it, then put a thermometer in my

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mouth and then started to roast the Federal board. She had all the qualifications and experience for a Red Cross oversea nurse and that was her way of handling a sick patient. That is the kind of trouble that we have with some of these men, they come with proper qualifications, but they have no sympathy and no understanding of working with the men and might irritate the men just like that nurse irritated me.

The CHAIRMAN. In addition to the modification for more leeway in the civil service requirements, what other recommendation have you to suggest to the committee?

Miss ENSOR. One of the things that is causing a great deal of discontent in our office is the salary rate. I should like to say this, that we have men in our service who are not worth the money they are getting and we have other men in the service who are not worth any more than they are getting—this is according to their constructive power, according to the influence they have upon men, and according to the amount of work they turn out—and then I would say that we have probably 15 per cent in our force who are very much underpaid.

Another peculiar thing that exists—I do not know how it started, but it is working a hardship—good men that came with the Federal board last year would come in at $2,000 or $2,100 and expect that they could be raised and after they had given a year's faithful and efficient service they find that some one retards their promotion, and oftentimes they resign because they can not get a raise, and another young fellow will come in without one day's experience and he will be hired immediately by the Federal board at the rate that this other man asked to be raised to, but they would not raise him. That is one thing that causes unhappiness as far as salaries are concerned. It is not that our men feel that they are not getting enough money.

The CHAIRMAN. Somebody is responsible for that situation?

Miss ENSOR. Somebody is responsible for that situation and someone should find where the responsibility lies. Dr. Fess, that is something that causes an immeasurable unrest in all sections.

The CHAIRMAN. If it is not a matter of law we will have to lay it up to the board?

Miss ENSOR. I do not know where to place the blame; the condition exists.

The CHAIRMAN. This salary feature is a distressing situation to Congress for the reason that there has been a high level of cost created through the war, and we do not know how permanent it is. So many advantages were taken during the war all along that the cost level was pushed up to such an extent that to-day we have to appropriate several times as much for the same things that we appropriated three or four or five years ago. Everybody is demanding an increase in salary, putting it upon a basis that is very persuasive; but at the same time, if we proceed upon the basis that this cost level is permanent, then there is positively no hope of a reduction of taxation later on, and we are going to start out governmentally that this high cost level is to stay for all time. It is going to cost the Government this year five times what it cost in 1916. It is bewildering to us. What are we to do? People will break their necks to get into the Government service and then make a fight to have their salaries increased.

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Miss ENSOR. May I say that personally I come in contact with these men connected with the Government work, and if you put a man in at $2,000 and he is a good man, has been efficient, has his heart and soul in the work, and puts in time and a half for the time he is supposed to put in, yet he can not be promoted, according to some ruling, because some one else has been promoted the year before to $3,000. and is holding on and is not doing efficient work; that is the thing that hurts.

The CHAIRMAN. We tried to remedy that particular situation in the bill we passed just the other day. We could not do it in the House. We will pursue it over in the Senate to see whether we can have it remedied there. There is such a pronounced conviction that we ought not to go into the general revising of salaries until this Reclassification Commission report is acted upon that I do not know that we can make any progress in these matters.

Miss ENSOR. I feel that the D. V. O., who knows the facts, should have the power to promote the men in his own force who are efficient and to demote those that were hired at a higher rate of salary and are not doing efficient work.

The CHAIRMAN. That is absolutely necessary for the success of any business, and it ought to be done in the Government; I think the board could do that.

Miss ENSOR. It can be done if some one just sees that it is done. I hope you will excuse me if I make a personal reference, because the man that I wish to compliment is in the room—the man who handles the constructive work of supervising the training in the New York office receives $3,000, and there are at least six men under him, some of whom the D. V. O. is not satisfied with on account of the productive work they are turning out that are receiving the same salary that he is. This man refused two positions that were offered to him that he told me about this morning, and I know that one was at $7,500 and the other at $10,000.

The CHAIRMAN. That is the kind of information which we want; that shows the character of work.

Miss ENSOR. There are five people in the office who receive just the same salary that he does. There are men doing splendid work in the New York office, some working 15 hours a day. If they feel that they are being appreciated they are willing and glad to put their whole souls and hearts into the work, but there should be some recognition and that recognition does not always come through money.

Mr. DALLINGER. Do you understand that the board is obliged to take a man who stands the highest average on the civil-service list?

Miss ENSOR. When we send a call to the Civil Service Commission. Mr. Dallinger, they say such and such a person is qualified. They may send three or four names and from those names the applicant has to be drawn.

Mr. DALLINGER. As I understand the system, if you want one adviser or some other employee they send you three names, that is the usual custom?

Miss ENSOR. I think so.

Mr. DALLINGER. They send you three names and you have the privilege of taking one of the three: is not that right?

Miss ENSOR. I think that is right.

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Mr. DALLINGER. And if all three, after looking at them and talking about them you are satisfied their personality is such that they are impossible you can reject all three and ask for another list?

Miss ENSOR. I think that is the procedure, but they might send you 15 and out of the 15 you could not find a man whom you ought to trust with this work.

The CHAIRMAN. We will take a recess until 2 o'clock, p. m.

(Thereupon, the committee took a recess until 2 o'clock, p. m.)

AFTER RECESS.

The committee met pursuant to recess at 2 o'clock p. m.

The CHAIRMAN. Mr. Lysons, I understood you want to make a supplementary statement to what you have stated before.

ADDITIONAL TESTIMONY OF MR. J. W. LYSONS, ELKS CLUB, NEW YORK CITY.

Mr. LYSON. Mr. Chairman, the attention of the Elks War Relief Commission has been called to certain testimony given before your committee recently, I think, on May 1, by Mr. James P. Munroe, vice chairman of the Federal Board for Vocational Education, relative to the work of Mr. David Harvey in connection with the motion picture produced by the Federal board and the Elks War Relief Commission for furthering the board's publicity campaign.

It appears from the testimony of Mr. Munroe that he is not conversant with the salient facts in this matter, and as it is of considerable importance to the Order of Elks, the commission desires that the record contain the facts regarding this matter.

The CHAIRMAN. Do you have a citation of the statement in our hearings?

Mr. LYSONS. Yes; I have some notes here I would like to refer to.

The CHAIRMAN. Have you the page number, so I could identify it?

Mr. LYSONS. Beginning on page 1127 of part 19.

Mr. Munroe stated that Mr. Harvey was "employed by the Order of Elks"; that "he had nothing to do with us"—meaning the Federal Board for Vocational Education—"in any way"; that "the only reason I ever saw him at all was because he was employed by the Elks"; that he did not know what fund he was paid out of, because "I know nothing about the Elks' business"; that "I understood from him"—meaning Harvey—"that the Elks had commissioned him to get up a moving picture to be shown covering the disabled-soldier problem. Reference was made to Mr. Harvey's picture being in the rogue's gallery in New York, and Mr. Munroe was asked by Congressman Robsion whether he thought that a man "whose picture was in the rogue's gallery in New York would be a proper person for work like that?" Mr. Munroe replied, "I am not in the least responsible for what the Elks do."

Mr. Munroe further testified that as soon as he learned that Mr. Harvey was using official stationery and other effects of the Federal Board for Vocational Education he put a stop to it, "because he had no official or other connection with us."

When asked by Congressman Robsion what activity Harvey "had been carrying on in the use of the stationery of the board, and in a

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way representing the board," Mr. Munroe said he understood that Harvey "was getting up this motion picture for the Elks, and it was in connection with that that he used stationery which he had no business to use."

And in reply to a further question by Congressman Robsion as to whether he—Munroe—"did not also understand that Harvey was representing that to men and women of means in an effort to collect money," Mr. Munroe replied: "That was a matter for the Elks; not for me. We are not soliciting money."

The facts which the Elks' war relief commission desire to have put in the record are these:

The Elks are not soliciting money outside of their own order.

Mr. Harvey is not an Elk, and was never employed by the Elks' war relief commission.

When it was decided at a conference between Dr. Prosser and the commission that it would be a worthy investment for the commission to provide for the production of a vocational-training propaganda motion picture, the sum of $50,000 was appropriated for the purpose and David Harvey came to the commission with Dr. Prosser, who indorsed him as a capable and proper person to furnish the picture and put it in distribution, which Mr. Harvey agreed to do entirely under the supervision of the Federal board, but to be paid for from this $50,000 publicity fund of the Elks' war relief commission.

On February 28, 1919, Dr. Prosser wrote a letter to the Elks' war relief commission, which I have before me, officially designating Mr. Charles H. Winslow, Chief of the Division of Research, Federal Board for Vocational Education, to visé and approve all film and other publicity service through Mr. Harvey's department, and to do the auditing and accounting on the expenditure of the Elks' war relief commission publicity fund.

The manner of that accounting and auditing is shown by a voucher I have before me dated March 21, as follows: First, there is the heading of the Elks' war relief commission, and then—

To David Harvey, 516 Fifth Avenue, New York City, Dr.
Account publicity fund, Federal Board for Vocational Education:

For disbursements Feb. 16 to date	$5,739.36
Advance for disbursements	3,000.00
Total	8,739.36

Itemized statement covering above to be rendered with monthly accounting.
Approved for payment.

FEDERAL BOARD FOR VOCATIONAL EDUCATION.
By CHARLES H. WINSLOW,
Chief Division of Research.

Approved for payment.

INFORMATION DIVISION OF FEDERAL
BOARD FOR VOCATIONAL EDUCATION,
By DAVID HARVEY, *Executive Director.*

Received from Elks' war relief commission, $8,739.36, for account stated above.

DAVID HARVEY.

(In the lower corner:)
Approved:
JOHN K. TENER, *Chairman.*
J. T. FANNING, *Secretary.*

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They are for the Elks' war relief commission.

On February 18 the Elks' war relief commission had written a letter to Dr. Prosser, director of the Federal board, reciting the appropriation by the commission of the respective funds to assist in this vocational training program, and stating that proper audit and accounting would be required by the commission in the expenditure of the money.

On June 4, 1919, the Elks' war relief commission closed its publicity account in connection with the Federal board, paying out the last of the $50,000 appropriation in response to written request by Mr. Winslow, which I have before me, and the voucher receipt, which I also have before me, is signed by C. A. Prosser, custodian, meaning custodian of the Elks' fund.

I have before me a letter written by Mr. Harvey on November 4, 1918, on the official stationery of the Federal board, soliciting membership on the advisory committee of the information division of the Federal board. It is signed by David Harvey as "executive director."

This letter has attached to it a printed leaflet headed "The industrial restoration of disabled men a conservation of power," by Charles H. Winslow, assistant director of research, Federal Board for Vocational Education, this leaflet being stamped on the back, "Information Division of the Federal Board for Vocational Education."

At that time Mr. Harvey's office was in the Longacre Building on Broadway, New York, and his office door bore the words "Federal Board for Vocational Education."

Later he moved his office to No. 516 Fifth Avenue, and the doors of that office carried the signs "Federal Board for Vocational Education" and also "George Washington Memorial Association." Harvey's office doors carried the Federal board signs until August or September, 1919, and he was using Federal board stationery also. The name "Elks" never appeared on his office doors. I have before me a letter from Mr. Harvey's Fifth Avenue office in New York, dated May 5, 1919, written on Federal board stationery and bearing the name of the "National Advisory Committee."

There are about 45 names of prominent men and women on this letterhead. These names include James M. Beck, Newcomb Carlton, Cleveland H. Dodge, Forrest F. Dryden, James Cardinal Gibbons, Rupert Hughes, Darwin P. Kingsley, Thomas W. Lamont, Mrs. Franklin K. Lane, Cyrus H. McCormick, James O'Shaughnessy, Daniel G. Reed, Jacob H. Schiff, William Howard Taft, Fred D. Underwood, Frank A. Vanderlip, Rodman Wanamaker, Felix M. Warburg, and Rabbi Stephen S. Wise.

The CHAIRMAN. What letterhead is that?

Mr. LYSONS. "Federal Board for Vocational Education, Washington; Information Division, 516 Fifth Avenue, New York, telephone, Vanderbilt 2117. National Advisory Committee," and then follow the names.

This letter from Mr. Harvey that I mentioned, as of date November 4, 1918, written on Federal board letterhead, address at that time Longacre Building, was what I presume is something of a form letter signed by Mr. Harvey as executive director, requesting the gentlemen to whom it was written to become a member of this advisory committee, reciting the work in prospect for the Federal Board for Vo-

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cational Education and the importance of prominent and well-known persons assisting in this work.

On November 18, I have a letter written to the same person from which it appears that he had received no response to his first invitation for this man to become a member of the committee.

The Elks' war relief commission furnished the money which was, as understood by the commission, to be a maximum of $50,000 for the production of these pictures, and the commisssion thought there should be an accounting from time to time, and that this $50,000 was to be the maximum. Mr. Harvey's idea was that this $50,000 was appropriated outright and that no accounting would be necessary within the $50,000. However, by direction of the commission, I visited Mr. Harvey's office and requested to be permitted to examine his books and records on this expenditure, and found that he really had no books. He had nothing but some bills and vouchers which I gathered up and from an examination of them, on which I spent a couple of days, I became satisfied that there was not altogether a proper accounting being made of the money; that is, to the satisfaction of the commission and we were not getting an auditing or accounting of it, but the commission decided after seeing the picture that they would go ahead and have it completed. It was then nearing completion, and that was done, the commission taking the position that the picture itself was worth the money they had spent for it, even without getting an accounting and they did not care to pursue the matter any further with Mr. Harvey, but closed their arrangements with the Federal board in connection with this publicity fund at that time with the completion of that picture. That was on June 4. At that time we obtained from Mr. Harvey an order on the studio for everything that had been produced in connection with this picture up to that time, and those negatives and prints were delivered to the commission in accordance with the order signed by Dr. Prosser and Mr. Harvey.

The CHAIRMAN. The point in controversy seems to be not that there was to be a picture but as to who employed Harvey. I see that Mr. Munroe says, "There was a Mr. Harvey, who was employed, I believe, by the order of Elks," disclaiming that he knew of the man, and I understand you to say that he was not employed by the Elks.

Mr. LYSONS. He was not employed by the Elks.

The CHAIRMAN. Mr. Munroe also said: "I have no relation with the matter of collecting money. I am not an Elk, and I know nothing about the Elks' affairs."

Mr. LYSONS. Yes.

The CHAIRMAN. I notice in another place, when it was called to his attention that the letterhead was being used by Mr. Harvey, Mr. Munroe said he had an interview with him on that matter, and that was why he had called him the second time. You have documentary evidence there of an order that was signed by Prosser and Harvey?

Mr. LYSONS. I have only the copies of those two letters, Mr. Chairman, dated June 4, because the originals were delivered to the studio where the films were in storage. I have a letter of February 28, 1919, signed by Dr. Prosser, director, referring to the picture proposition and stating that Mr. Winslow will act for the Federal board in the matter; and, on the 28th, there is another letter from Dr.

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Prosser as director to the Elks' War Relief Commission stating that he has officially detailed Mr. Charles H. Winslow, Chief of the Division of Research, as the representative of the Federal board on that committee. I think that refers to this advisory committee, the names of which I read you. Mr. Winslow's name is on that committee. This letter of the 28th contains this paragraph:

The written understanding between the board—

That, I suppose, is the Federal board—

and this committee—

That would be the advisory committee—

provides that Mr. Winslow is to approve of the general policies and work of the committee—

That is, the committee on information—the advisory committee—

and to visé all film and other publicity service issued by the committee. Mr. Winslow is authorized and directed to carry out the part assigned to him in the final plan for the use and accounting of the publicity fund for the committee given by your commission.

The CHAIRMAN. That is the supplementary statement you wanted to make to the committee?

Mr. LYSONS. Yes, sir; our commission, on reading Mr. Munroe's statement, decided that Mr. Munroe had made this statement without really knowing the facts—not being familiar, probably, with what Dr. Prosser had done—and the commission desired that the facts be placed in the record.

The CHAIRMAN. It is entirely in order. We did not want to open up the other side of the case at this stage; but if Mr. Robsion wants to ask some questions——

Mr. ROBSION. Has it been developed here who Mr. Harvey was?

Mr. LYSONS. You mean at that time?

Mr. ROBSION. In your testimony to-day.

Mr. LYSONS. No; I have just covered his being brought or coming to the office. Mr. Harvey and Dr. Prosser came to the commission's office together and took up this picture.

Mr. ROBSION. Is it true that the Mr. Harvey you have been talking about had his picture at that time in the rogue's gallery in New York?

Mr. LYSONS. Well, newspaper stories were printed in New York to that effect, and one newspaper printed a reproduction of his picture from the rogue's gallery photograph.

Mr. ROBSION. And had Mr. Harvey been convicted of a felony in the State of New York and confined in the penitentiary?

Mr. LYSONS. The story as published was to the effect that he had pleaded guilty to a felony charge and had been paroled without being sent to the penitentiary.

Mr. ROBSION. Have you information that at the very time he was acting in this capacity for the Federal board he had violated his parole and that there was a bench warrant then out and in the hands of the police of the city to have him arrested and returned to prison?

Mr. LYSONS. Yes, sir; that was the story that was published in the newspapers. I believe this offense was committed in 1909 or 1910. He was turned loose on parole and in 1913 violated his parole and at

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that time a bench warrant was issued for him, but he was never found.

Mr. ROBSION. Why was that?

Mr. LYSONS. I suppose he was lost in New York.

Mr. ROBSION. Had there been any change in his name?

Mr. LYSONS. I believe he used the name David Matthew Harvey formerly, and since then has been using just the name David Harvey.

Mr. ROBSION. Later on, or soon after this transaction with the Federal board and your commission, was he arrested under this bench warrant for violating his parole and put in the tombs in New York?

Mr. LYSONS. Yes; early in September of last year he was picked up by the police and held in the tombs for 3 or 4 days and brought before the court for sentence, as I remember it from the newspaper story, whereupon his attorney raised the point that the statute of limitations had run in his case, and the court so held, and he was discharged.

Mr. ROBSION. He had covered up his identity there for such length of time as to permit the statute of limitations to run.

Mr. LYSONS. That is the way the case ended; yes, sir.

Mr. ROBSION. I do not know whether Dr. Fess has developed whether or not he had the Federal board for vocational education lettering on his office.

Mr. LYSONS. Yes, sir; the name of the Federal board was on his office door in the Longacre Building, the first part of last year, and then he moved his office to 516 Fifth Avenue and also carried the name of the Federal board on the office doors there.

Mr. ROBSION. And used the stationery of the Federal board?

Mr. LYSONS. Yes. I know the name was on the doors until August or September; August, anyway, and he was using their stationery from November, 1918, until probably July of 1919.

Mr. ROBSION. If I have understood your evidence about the Federal board, Dr. Prosser was the one that brought your commission in touch with Mr. Harvey.

Mr. LYSONS. I believe that Mr. Harvey and Dr. Prosser came to the commission's office together, and I am not quite sure but what Mr. Harvey had previous to that had some correspondence with the commission in regard to assisting the Federal Board for Vocational Education; but he and Dr. Prosser came together, and Dr. Prosser indorsed him as a proper man for taking up this picture matter and producing a motion picture to aid the publicity campaign of the board.

Mr. ROBSION. Did you know the character of Mr. Harvey or his record?

Mr. LYSONS. No; we knew nothing about him whatever, except as I have stated.

Mr. ROBSION. When did you learn of his true reputation and character?

Mr. LYSONS. We learned in the middle or latter part of May that he was not the kind of a business man that we wanted to have doing anything for us, directly, for the reason that he refused to give proper accounting to us of money that was being paid out.

Mr. ROBSION. Do you understand that he was collecting money by reason of his position with the board?

Mr. LYSONS. I do not know whether he was or not.

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Mr. ROBSION. Well, he was spending money, was he not, or was using money in that connection?

Mr. LYSONS. Oh, yes; he was spending the money that had been appropriated for this picture production; yes, sir.

Mr. DALLINGER. Furnished by the Elks?

Mr. LYSONS. Yes.

Mr. ROBSION. Have you stated what that amount was?

Mr. LYSONS. $50,000.

Mr. ROBSION. Did you ever get any of it back?

Mr. LYSONS. Oh, no; that was an appropriation. Of course, we are getting some of it back now for this revolving fund; the picture now is in distribution under the auspices of the Elks' lodges and financial returns from it are being turned into this revolving fund.

Mr. ROBSION. Was Harvey a picture man?

Mr. LYSONS. I do not think he was; I think he is essentially a publicity man; he finds the money for this sort of work, and that, I think, is the limit of his interest.

Mr. ROBSION. If he had a $50,000 fund, I should imagine he would have kept some books. Did you find any books in his place?

Mr. LYSONS. No; I do not think he kept any books. Well, I would not say that, but I would say that I was unable to find any book accounts of our money.

Mr. ROBSION. Do you know of any other books he kept?

Mr. LYSONS. The first day I went in he instructed his secretary to turn over to me what bills and vouchers they had, and I took them with me and went through them—spent a couple of days on them; they were not satisfactory to the commission, and the next time I went back Mr. Harvey said he would refuse to allow me or anyone representing the commission to have anything further to do with their books, accounts, or bills.

Mr. ROBSION. Why?

Mr. LYSONS. He said that this $50,000 was appropriated as a lump sum and until he called for money in adition to the $50,000 he was not going to render any accounting.

Mr. ROBSION. Did he show you any vouchers indicating what he had paid out?

Mr. LYSONS. Yes; there was a great mass of bills and vouchers among the effects I took with me and examined. I did find that the man who was actually producing the picture, a Mr. Herbert Hancock, had faithfully accounted for every penny, probably, that he had spent in the production of this picture.

Mr. ROBSION. I would like to know what the picture man, the man who did the producing, got. What was the showing, as near as you can tell?

Mr. LYSONS. I think it would be impossible to get that because there are no records in existence which would show it.

Mr. ROBSION. Is it not the general reputation of Mr. Harvey that he is one of the worst and slickest swindlers in the whole city?

Mr. LYSONS. Well, I could not answer that question.

Mr. ROBSION. According to the reports he has been engaged in a great many shady transactions and has a police record—is not that true?

Mr. LYSONS. Well, I think he has been in this sort of publicity work in different directions for several years.

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Mr. ROBSION. Is it not generally considered that he has been promoting, in a sense, fraudulent schemes?

Mr. LYSONS. I can only say that my acquaintance with him is limited to this one transaction of this picture that was made through his office for the commission.

Mr. ROBSION. Did the district attorney's office of New York investigate Harvey?

Mr. LYSONS. Yes; according to the newspaper stories he was examined by the district attorney's office at the time he was in the Tombs.

Mr. ROBSION. Have you the report, as it appeared in the New York newspapers, of that investigation, covering the other matters? Have you such a report?

Mr. LYSONS. There were references to his activities in other matters, yes; I do not recall just what they were except that one was in the matter of an arrangement he had with the Armenian Relief Commission for the production of a picture called, I think, "Ravished Armenia," which has since been shown all over the country.

Mr. ROBSION. In that newspaper report of the investigation made by the district attorney's office did they have the picture of this fellow taken from the rogue's gallery?

Mr. LYSONS. Yes; there was a reproduction in one of the New York newspapers.

Mr. ROBSION. Have you that with you?

Mr. LYSONS. I have a clipping here; yes, sir.

Mr. ROBSION. I wish you would show that to me. What paper was that in?

Mr. LYSONS. It is either the Sun or the New York American; I do not recall which.

The CHAIRMAN. The American.

Mr. ROBSION. If the chairman of the committee thinks it proper I would like to have that report go in the record.

The CHAIRMAN. Is there any objection to that report going in?

Mr. DALLINGER. There is no reference in that article to the Vocational Board, is there? As I understand it, that refers to something else which he promoted for the raising of money.

Mr. ROBSION. It seems to be a general statement as to the sort of fellow Harvey is.

Mr. DALLINGER. I have no objection to its going in the record.

Mr. ROBSION. Your commission would not have had anything to do with Mr. Harvey if he had not been introduced to you and recommended by the Federal Board for Vocational Training?

Mr. LYSONS. That is the way we came to have the picture produced through him; yes.

Mr. ROBSION. You relied on what Dr. Prosser said about him?

Mr. LYSONS. Yes; the picture was to be produced for the Federal board and under the supervision of the Federal board, the features of the picture requiring the approval of Mr. Winslow, representing the Federal board, and as long as it was satisfactory to the board, of course, the commission had no further interest.

Mr. ROBSION. Your commission wanted to have personal charge of it and direct the person who might be suitable to the Vocational Board?

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Mr. LYSONS. Yes; the commission was interested in knowing that the money was properly spent, that the picture would be satisfactory and meet the purposes that it was intended to meet.

Mr. DALLINGER. Mr. Lysons, as I understand it, all you had to do or all the interest you had and the Elks had was that you kindly raised the money to pay for this form of publication?

Mr. LYSONS. Yes, sir.

Mr. DALLINGER. And you had nothing whatever to do with employing the parties who made the picture or who in any way promoted it?

Mr. LYSONS. No, sir. We had nothing to do with the persons who produced the picture; we appropriated the money for the production of the picture because the commission was convinced that it would be a worthy expenditure of money.

The CHAIRMAN. What did you say, Mr. Lysons, a moment ago about his refusal to make an accounting? Did you say that you were dissatisfied with the manner in which he was proceeding?

Mr. LYSONS. I meant to say that the commission had an understanding with Dr. Prosser, which is shown in a copy of a letter I have here, signed by Gov. Tener, as chairman of the Elks War Relief Commission, in which it is stated—this letter is addressed to Dr. Prosser:

> It will be necessary to provide, and have understood, an accounting of these moneys between your bureau and this commission and I, therefore, suggest that you send a member of your force to this office that we may arrange the detail and method of such accounting. It is further understood that these appropriations, or as much thereof as may be necessary, are available and to be disbursed subject to the approval of this commission, all of which, we trust, is satisfactory to you.

In accordance with that, I was directed by the commission to audit these accounts of moneys that were being put into this picture production, and being unable to get proper accounting, the commission then began closing up its arrangements and getting it off its hands.

The CHAIRMAN. Did you have any suggestion, aside from the character of the man, that the money was being misapplied, misappropriated, or wasted?

Mr. LYSONS. We were in this position: That we had no agreement with Mr. Harvey or contract and he took the position that this $50,000 was appropriated as a lump sum for the picture production and that unless he exceeded the $50,000 he would not be required to account for it.

The CHAIRMAN. Would you feel free to say whether, in your judgment, any of the money contributed or loaned by the Elks was misapplied or wasted?

Mr. LYSONS. You are referring to this picture production?

The CHAIRMAN. I mean in the use of the Elks funds by the board in any way.

Mr. LYSONS. Oh, no; the commission does not consider that any of the money has been misused in any of these funds.

The CHAIRMAN. However, if this man were wasting the money or misapplying it, operating under an agreement with Dr. Prosser, you would have a basis for that complaint?

Mr. LYSONS. Yes, that is true; but, as I stated a few minutes ago, the commission felt that this picture was worth the money that had

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been spent for it; there was no way of finding exactly how much money had been spent on it and, the picture being finished and satisfactory, further investigation was abandoned.

The CHAIRMAN. I received a suggestion on paper, through some one interested in the investigation here, in regard to the line of investigation and the suggestion was made to follow closely the use of the money contributed by the Elks, as to whether it was properly used, and that is what I am trying to get at here.

Mr. LYSONS. I can give you every assurance that as far as the commission is concerned the use of that money is entirely satisfactory.

The CHAIRMAN. That is the impression I had gotten when you were on the stand before. You are excused.

Mr. LYSONS. Could I make a suggestion, which I referred to when I was here before, in regard to the law on this vocational matter?

The CHAIRMAN. Yes; we would be glad to have it.

Mr. LYSONS. Our commission feels that if Congress can do it legally those disabled American boys who fought with the armies of the Allies and were disabled in that service should be fully cared for in this vocational work. The Elks have appropriated $100,000 for that purpose and that is purely a donation; the Elks want none of it back, expect none of it back, and would not accept any of it from Congress or any other source; it has gone into this work, and they only regret that they can not make a sufficient appropriation to take care of all of the boys that we know or feel should be taken care of in that class. We are obliged to refuse training to boys every week that we feel should be given this vocational training, boys who fought with the armies of the Allies, and certainly if Congress could make an appropriation to carry on the work that the Elks are doing with that $100,000 I believe it would be a splendid thing for Congress to do it.

There is another suggestion that our commission would make and that is this: The provision of the present law relating to or covering what is called the vocational handicap seems to us to be not altogether wholesome.

The CHAIRMAN. Would you eliminate section 3 altogether and give section 2 training to everybody who would have any sort of handicap, say 10 per cent disability?

Mr. LYSONS. Personally, as a result of having handled hundreds of these cases and talked with hundreds of these boys, I would favor that; yes. I am not sure that the commission would go as far as that, but every little while I have a case which impresses me more and more with the idea that that is a bad provision of the law. Just a day or two ago I closed up the case of a boy who was wounded with machine gun bullets in the wrist; he came back from the other side, applied for vocational training and, as I understood at the time, was assigned to training; before he actually went into training it was discovered that before he went into the Army he was a clerk in a store and the board held that he was not vocationally disabled. My investigation of this case convinced me that it was a border-line case that could have been decided one way or the other perfectly legally. However, the case board turned it down, and then the Elks War Relief Commission was appealed to, to have this boy put on the Elks' support fund.

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I then took up the matter, last week, by personal correspondence with Congressman Daniel A. Reed; he took it up with the board here and now has that boy placed in training under section 2. I have had so many cases of that kind that it has convinced me that Congress could not make any mistake in being liberal enough to take care of these boys by giving them vocational training. These boys were young fellows when they went into the Army; most of them had no fixed vocation in life but were in temporary employment; they have come back more matured and, perhaps, have different ideas about what they want to do as a life calling than they had before they went over, and simply because it is found that they are not vocationally handicapped and can go back to such work as they were doing before is no reason why they should be limited to that. The boy I speak of, for example, had been a clerk for about two years and had gotten a maximum salary of $60 a month as a clerk; at that time he was about 18 or 19 years old, living at home, and, of course, could get along with that; while he was in France both of his parents died so that when he came back he was thrown on his own resources, and it looked to me that, under the law, the board was condemning that boy to a $60 a month job when, as a matter of fact, I think he was really vocationally disabled from following that work; as a clerk, if he would be required to lift packages or parcels, he could not do it as efficiently with a lame wrist as he could without it.

The CHAIRMAN. We are considering this recommendation, which has been made by a good many people, and it will be taken up and thoroughly discussed. Would you want this clipping made a part of your supplemental statement? Would you want to put it in the record?

Mr. LYSONS. I would prefer not to do so.

The CHAIRMAN. Unless Mr. Robsion insists upon it I do not think we will put it in the record.

Mr. DALLINGER. I am not exactly satisfied with the information we have gotten as to this $50,000 fund and I want to ask Mr. Lysons whether he does not think some of that money was wasted as a result of his going over those vouchers?

Mr. LYSONS. That matter has been thoroughly discussed by all of the members of the Elks War Relief Commission and I believe that in view of all the facts they have come to the conclusion that they got their money's worth.

Mr. DALLINGER. Let me ask you this: Did you arrive at the conclusion, after examining those vouchers and after your interviews with this Mr. Harvey, that Mr. Harvey had gotten more out of this money than he should have gotten himself?

Mr. LYSONS. There was no way of telling that unless you could get the accounts and records, which I could not get.

Mr. DALLINGER. You were dissatisfied with the sort of accounting he gave you, were you not?

Mr. LYSONS. Yes; we got no proper accounting from him, and our purpose from that time on was to see to it that we got the picture, which we did get.

Mr. DALLINGER. You finally succeeded in getting the picture?

Mr. LYSONS. We got the picture; yes, sir.

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Mr. DALLINGER. And was the whole $50,000 spent?

Mr. LYSONS. Yes; the $50,000 was spent, and in addition to that we found some outstanding bills that Mr. Harvey had incurred which we were obliged to pay or did pay, in addition to the $50,000.

Mr. DALLINGER. In other words, the Elks contributed more than $50,000?

Mr. LYSONS. Yes; there was a bill of about $1,500 at the studio that we paid later.

Mr. DALLINGER. Did you think it was necessary to have Mr. Harvey promote this matter at all? Could not this contract have been made directly with Mr. Hancock, the man who produced the picture?

Mr. LYSONS. The picture was produced by Mr. Hancock, yes, sir; from beginning to end. I do not believe that Mr. Harvey visited the studio or saw the picture in production while it was being produced; I do not think he saw it a single time, but he did employ Mr. Hancock and he got him at a very small salary on account of the purpose for which the picture was to be used, and the picture produced by Mr. Hancock is rated among motion-picture men and experts in New York as being one of the most wonderful productions ever put out and, as I said, every penny of the money that passed through Mr. Hancock's hands was properly accounted for.

Mr. DALLINGER. What I mean is that the matter could have been done through Mr. Hancock without Mr. Harvey having anything to do with it—that is your opinion?

Mr. LYSONS. Practically, the picture was made by Mr. Hancock; yes, sir.

Mr. DALLINGER. And the $50,000 passed through Mr. Harvey's hands?

Mr. LYSONS. Yes, sir.

Mr. DALLINGER. And how much of it stayed in Mr. Harvey's hands you do not know and have no means of knowing—that is a fact, is it not?

Mr. LYSONS. There are no records or accounts by which we could tell that; no, sir.

Mr. DALLINGER. Do you know how much Mr. Hancock got out of it?

Mr. LYSONS. He got a salary of $100 a week while he was producing the picture.

Mr. DALLINGER. You do not remember or do not recall how much of the $50,000 was accounted for by Mr. Hancock?

Mr. LYSONS. I found detailed accounts, bills, and vouchers of money passing through Mr. Hancock's hands amounting to perhaps $18,000 or $19,000.

Mr. DALLINGER. And you do not know what became of the rest of it?

Mr. LYSONS. A good deal of the rest of it we had no accounting for.

The CHAIRMAN. Without doubt, Mr. Lysons, it must have been the Harvey incident that inspired the suggestion that came to me to make an inquiry about the application of the Elks fund, because this is the only case in which you had any controversy, is it not?

Mr. LYSONS. Yes, sir; it is.

The CHAIRMAN. We are very much obliged to you, Mr. Lysons.

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ADDITIONAL TESTIMONY OF MR. JOSEPH HETHERINGTON.

Mr. VESTAL. Mr. Hetherington, I think I understood you to say that you enlisted in the World War; have you served any enlistments in the United States Army other than that?

Mr. HETHERINGTON. My first enlistment was in June, 1898.

Mr. VESTAL. For the Spanish-American War?

Mr. HETHERINGTON. Yes, sir.

Mr. VESTAL. Did you serve any enlistment other than that one?

Mr. HETHERINGTON. Yes, sir; I served in the Philippine insurrection and in the Boxer uprising.

Mr. VESTAL. You spent practically all of your time in the Army from 1898 until your final discharge?

Mr. HETHERINGTON. No, sir; not all. I was wounded on July 3, 1898, at San Juan Hill, Cuba; I reenlisted and went to the Philippine Islands and served in the Philippine Islands; I went to China in the Boxer uprising; I came back to the Philippine Islands and was wounded on Christmas morning, 1900, in the Philippine Islands; I came back to the United States in May and was discharged from the United States service in 1901. I stayed out of the United States service until 1905. I then enlisted in the United States service, in the Coast Artillery. I wished to study the mechanism of the coast-defense guns. I was a machinist by trade, and I thought that it would come in handy to me, which it did, in after life. I got my discharge from there and went to work in shipyards throughout the United States, and I can positively say that from that time on I worked on pretty nearly every ship in the United States Navy. I helped to set the 14-inch guns on the battleship *New Mexico* and to set the torpedo tubes in her. I was at the Newport News shipyard when I enlisted in 1917 for the World War.

Mr. VESTAL. You were wounded three times in the World War?

Mr. HETHERINGTON. I was wounded three times in the World War. If my country needed me again and I was able to go I would be only too glad to put up my right hand to serve.

Mr. VESTAL. I think that is all.

TESTIMONY OF MISS EUNICE M. ENSOR—Resumed.

The CHAIRMAN. Miss Ensor, when I suggested this morning that I would like to ask you some questions that are afield of this investigation, I did not mean that what you would say would be of no interest here in connection with rehabilitation work, but I had reference especially to another piece of legislation that is before our committee, namely, the bill to remove adult illiteracy. That is included in the Smith-Towner bill, and it is also the subject of a special bill, just as Mr. Vestal's Americanization bill is a special bill. I wish you would indicate—first, the problem, as you see it, of adult illiteracy, or what it is; and, secondly, whether in your judgment it can be solved. What is the problem, as it appears to you?

Miss ENSOR. The problem of illiteracy has been one of the greatest problems of the Federal board, because these men prior to their enlistments had little to offer in the labor but their manual strength, and they have returned badly injured. Therefore they suffer from a double handicap, that of injury and that of a lack of English.

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They have been returned to us in an almost helpless condition. The way the Federal board handled this situation was to put those men in what we called receiving stations. I wish first to tell you the way we have handled it, and then to speak about the other problem later, if I may.

The CHAIRMAN. That will be all right.

Miss ENSOR. Those men that had no regular skilled vocations, or the men whose former vocations had now been removed on account of their disability, are put into receiving stations. This receivng station is a place where the men are segregated, tested, studied, and given elementary work or try-out work, and then, at stated definite times, they are supposed to be ready for some recommendation as to their further training.

The CHAIRMAN. What sort of discipline would be observed in those receiving stations?

Miss ENSOR. As you understand, we have no power to discipline whatever, only by the personality of the man in charge of the work, and by the interest that he may inspire in the work.

The CHAIRMAN. What would you say about the statement of a witness——

Miss ENSOR (interposing). I would like to hear it.

The CHAIRMAN (continuing). That these receiving stations are somewhat demoralizing?

Miss ENSOR. I would like to hear about it, because the receiving stations come under my supervision, so far as the elementary work is concerned.

The CHAIRMAN. "Would you like to know about our other receiving station?" This was a question asked by Mr. Reid, who was speaking of the school in Pittsburgh.

Miss ENSOR. Mr. Reid of the Philadelphia office?

The CHAIRMAN. Yes; and he then asked whether we would like to know about the other.

Miss ENSOR. Spring Garden?

The CHAIRMAN. Yes.

Miss ENSOR. I am familiar with that institution.

The CHAIRMAN. He said, "We have one in Philadelphia, and it is very difficult to get men in there. Mr. Weaver since told me that he did not want to send men there, because it was demoralizing." That is hearsay in this way, that it is a quotation of what Mr. Weaver had said. I regret that when Mr. Weaver was on the stand I did not have this in mind and did not question him about it.

Miss ENSOR. Sometime in the early part of November, Mr. Chairman, or probably the last week in October, I made a visit to Spring Garden. We had had several reports on Spring Garden, and Mr. Hamilton said that I had better go up there and see what the trouble was. He had had some reports that were good and some reports that were bad. I went to Philadelphia first and helped to reorganize the work. First I made a survey. I took two days to make the survey. Then I went back to the central office and made my recommendations to my superior officer, talked over the whole situation with him, and worked up a plan of organization that I thought was needed at the receiving station.

Later I went back to Philadelphia and stayed a week and went into those matters further. I worked every day from 9 o'clock until

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4 o'clock, helping in the reorganization of that receiving station. I acknowledge that when I went there I did find things in bad condition, due to several causes. In the first place, it was a new problem for the board, and the men who were there had no particular experience in handling such men. They did not have executive ability, and the accommodations for the men were not what were desired. I think the conditions were extremely bad, but I have seen at some other schools and at large universities, which hold their standards very high, conditions which were equally as bad. I made a complete survey of the school, and then went over the English work. It was necessary at that time to make the recommendation that certain teachers be relieved from duty, because I did not consider that their methods of instruction were of the type that we desired. I also made the recommendation that the coordinator be put in charge of office work and also that some one that had had a little different experience be put on duty there as coordinator.

The CHAIRMAN. May I ask whether your recommendations were acted upon?

Miss ENSOR. They were acted upon immediately. Mr. Hamilton called Mr. Weaver from Philadelphia to the Washington office. I went back the next day after Mr. Weaver had been in Washington. This coordinator was removed and another coordinator was put in his place. The teachers were taken out as I recommended, and the type of instruction recommended was carried out to the letter. I have not been at that receiving station for at least two months, but I understand from my superior officer, and also from the D. V. O. at Philadelphia, and also from Mr. Weaver, that the work has been going on in a satisfactory manner. At that time I found that even with the adverse conditions the morale of the men was exceedingly high.

The CHAIRMAN. Now, you may revert to the former problem. You say that this illiteracy is first met in the receiving station?

Miss ENSOR. It is first met in the receiving station. We try to classify these men into three groups: First, the entering group, or those who are unable to read or write or are unable to speak the language. Group 2 is composed of men who are able to speak a few words in English. Some of them have as limited a vocabulary as 25 English words. Those in the third division are a little more advanced, and in this grade we find men who have had fourth, fifth, or sixth grade education in the public schools.

The CHAIRMAN. Would you call the men in group 1 illiterate, or are they illiterate simply in the English language? Are they educated in other languages?

Miss ENSOR. No, sir. In some few instances we find men who are artisans in some particular line and who have had some education in their own country, but we have to consider them illiterate so far as the English language is concerned. These men, however, progress very rapidly.

The CHAIRMAN. That is what I was getting at. If they have been educated in their home country they could proceed at once.

Miss ENSOR. Yes, sir; they go much faster. Those men are in groups that are very small, with sometimes not more than four or five in a group. For group No. 1 we may have any number of teachers. These men should get as much individual instruction as

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possible. They may take nothing but English up to the limit of 30 days, but after 30 to 60 days the regulations require that they must take some shop work.

The CHAIRMAN. What can they do in 30 days?

Miss ENSOR. Really, they make quite remarkable progress, Dr. Fess.

The CHAIRMAN. That has been disputed.

Miss ENSOR. Yes, sir. I would like very much to have some of the members of the committee, if they are near one of our schools, visit the school and see what progress the men have made. Some other members of Congress, who are not members of the committee, but who are interested in educational affairs, have promised me that if Congress adjourns before our summer session is closed, they will visit some of the schools, because they wanted to see the work that these men can do in a vocational way in 30 to 60 days. I should say that they could acquire a vocabulary of 300 or 400 words, and they may form simple sentences. They understand certain shop terms and certain shop commands, and they have learned things that are of personal value to them. For instance, they understand where to get on a street car when the street car stops; they know what fire plugs are, what ticket offices are, and things like that that they need almost every day. All of that comes in the 30 days' work. Men who when they come to school on the first day are unable to speak a word can converse a little bit at the end of 30 days, and can make quite good sentences.

The CHAIRMAN. How long would it take you to pass men from group 1 on to group 2?

Miss ENSOR. Some of those in class or group 1 can go into group 2 in 20 days and some in 30 days. Of course, some are not able to go into group 2 at the end of 30 days.

The CHAIRMAN. Do you recall the figures showing the percentage of illiteracy that we found in our draft records?

Miss ENSOR. I do not have them in mind.

The CHAIRMAN. If you do not have it, it does not matter, I can get it.

Miss ENSOR. I have some figures that I brought on the subject of illiteracy, not in our Army, but in the States.

The CHAIRMAN. I do not want that.

Miss ENSOR. The percentage was very large. A very large proportion of our Federal Board trainees are either foreign illiterates or American-born illiterates, or they are men who have not completed an elementary school education.

The CHAIRMAN. I was at a little meeting the other evening where all the discussion was in regard to vocational training, and one of the speakers quoted figures that were startlingly large.

Miss ENSOR. I got the figures from Mr. Claxton's office at one time, but I do not recall them at this moment.

The CHAIRMAN. What would you say about the Federal Government cooperating with the States in removing adult illiteracy? Of course, this is outside of rehabilitation.

Miss ENSOR. It is absolutely necessary if we wish to have, I should say, a sound Government, because this type of men, or the foreign-born type, are so easily led and so easily swayed that unless they

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are educated we are never safe, and these men are now very anxious to obtain an aducation.

The CHAIRMAN. Do you know Mrs. Steward, of Kentucky?

Miss ENSOR. I have not met her personally, but I am acquainted with her lectures.

The CHAIRMAN. When she first came before the committee—and I have had some experience in education—I was very much prejudiced against everything she said. I thought she was taking out of the air, and did not have any foundation for her utterances. She was making statements that I thought were positively impossible, but as she went further and marshaled her facts, she rather staggered me as to the possibility of the expeditious removal of adult illiteracy. If what she says can be done, I think the Government ought to take up the work.

Miss ENSOR. It should. I think when you consider that it takes from 15 to 20 years to acquire what we call an education or schooling that carries us through a university, and when we consider the price of tuition at the present time, if the Government does not give the States proper support, the middle classes and poorer classes of people will have very little chance in the future for ever obtaining what we now call a college education.

The CHAIRMAN. I am going to throw in this question for good measure: I would like to have your opinion of the outcome of any campaign for education or any mind-training if we continue what we seem to have set about now of exalting in salary the man of brawn above the man of brain. That has been very noticeable in the last four years all over this country. What is to be the outcome of it?

Miss ENSOR. As I see it, the outcome is now in the beginning. We know the unrest, and we know what the leadership may be. We know the influence that a certain type of people can have over uneducated people, and the only way that we can combat it is to educate our masses.

The CHAIRMAN. We have a number of people sitting here in this room. I do not know any of them; I do not know a man here by name, but we have people in this room who to gain the rank they have have been required to go through a most rigid discipline of mind that has cost them much time, money, and energy, and yet they can not command in the world to-day what the man who never needed an hour of specialized educational training commands. Now, as that thing goes on, what is to be the effect of it?

Miss ENSOR. Well, as I said, we see the beginning already. We are to be dominated absolutely. This condition can only be remedied by educating our people to understand and to be able to judge for themselves. Now, the type of men that I have dealt with and am dealing with I know positively. I know that you can get them to do anything you want them to do, and that they will do anything good if the proper person guides them, but they will do anything that is not good if another class of people guide them. That is true because they have come to this country expecting big things. They were taken and thrown into industrial circles, and some of them who have been in this country as long as seven or eight years have absorbed a little of our industrial ideas, but they have gotten nothing of our educational or Americanization ideals. Those men to-day

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are not in the same condition that they were in when they came here, and they need someone of the right type to guide them. However, we have not had the time, inclination, or money—I do not know which—and, therefore, the other type has gained a hold on those men who, otherwise, would swing to us.

The CHAIRMAN. I am very much obliged to you. Is there anything else you want to say?

Miss ENSOR. There are two or three things I would like to mention. Some questions were asked this morning about civil service. The only thing that I would like to say about civil service is that if we find a man who is particularly fitted for the type of work we have, and he possesses all of the qualifications for the civil service, then, I suggest that our board should be allowed to employ him temporarily, and then let him take the civil service examination. As it is now, we have to exhaust the entire list of civil-service eligibles before we can hire anyone, and it places us at a great disadvantage. For that reason, I suggest that these men be employed temporarily, and then be permitted to take the examination and be put on the list. He may not get his rating for one, two, or three months, but when the time comes, he can have his rating.

The CHAIRMAN. That has been the plan followed.

Miss ENSOR. Yes, sir; that has been followed, but the Civil Service Commission has stopped it. There is one other thing I wanted to say about the release of machinery for our use. As you know, at the present time, the Federal board can not secure machinery in the open market, but the Government, of which we are a part, has millions of dollars' worth of machinery and equipment that the Federal board could use to advantage. However, we are unable to get it at this time, although as I stated the board is a part of the Government. The Government also has many empty buildings that we could use, while we are going around absolutely begging institutions to open their doors. What we need at this time is for Congress to turn over some of those empty buildings and some of the machinery, and let us start the proper type of school ourselves, such as the Boland school. If there is any objection to individuals having a school like that, there could be no objection to the Government having its own school of that type.

The CHAIRMAN. When you say they should turn over buildings, do you mean some cantonments?

Miss ENSOR. Yes, sir. Also hospital schools, such as Carlisle, Pa.

The CHAIRMAN. Some buildings built for war purposes?

Miss ENSOR. Yes, sir. For instance, we could take buildings at the naval base east camp at Norfolk and accommodate 4,000 men in school there. Then, take the situation in New Orleans: The Tulane receiving station will have to leave the building it is occupying, and there is no place to establish it again, but if the Government would turn over some of the buildings in that district, and would release some of the thousands of dollars' worth of machinery in that one district alone, that particular trouble would be eliminated.

The CHAIRMAN. I think that could be brought about if it could be shown that it was needed and could be used to advantage.

Miss ENSOR. Lists have been published of the machinery that can be bought by schools and other institutions, but the board can not buy that machinery except at "a fair valuation," although it belongs

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to the Government, while outside schools can get this machinery for 15 per cent of its cost. We have no way of touching that machinery except by buying it.

The CHAIRMAN. That ought to be corrected.

Miss ENSOR. If some one will do it and do it quickly. It is the thing that is needed. Now, might I say a few words about Mr. Boland's school, because I think it is due to him after the criticism, or apparent criticism, that was directed at his school yesterday? I say that it is a school of the type that is required at the present time. Mr. Robsion asked why it was that there were 500 men in that school, and why there were several hundred in other schools that were mentioned. About 7 or 8 of those schools are schools of which I know the conditions entirely. I would be glad to give you the example of an institution of another kind, where the president of the institution said that he could not take care of any men. They had already had some men in there, and I asked, "Why; you have the room, and you have a good place to put these men." He said, "Well, it would spoil the atmosphere to have that type of men around here. I would not care to have them associated with the regular students on the campus. Then again, our regular college professors could not come down to the level of those men, and then again our libraries and laboratories were not built for that type of men to go in." Those are the things that we come up against, and yet that same university wants to erect a magnificent monument on the campus to the dead soldiers of that State, but refuses to open its doors for the education of the living injured men.

The CHAIRMAN. Some people would like to know the name.

Miss ENSOR. I will give the name upon request.

The CHAIRMAN. We will not require it. I do not know what we ought to say about your statement that college professors can not come down to the level of that sort of teaching.

Miss ENSOR. I am quoting from the dean of that university.

The CHAIRMAN. I have been more disgusted with college professors in the last five years than with any other class of people in the country, and that is only one phase of it that you have given.

Miss ENSOR. When Mr. Hamilton outlined the policy for the education of the disabled men, and then put it through in the way that he has, he has made a lasting contribution to education. As for the impression you received of Mr. Boland yesterday, I was sorry for him on the stand. I wanted to prompt him. I wanted to tell him how much he paid his teachers, how many people were in the rooms, etc., because I knew. I think he was affected with aphasia at the moment. He is doing really wonderful work. He has just the kind of school that we will have to have, because our foreigners and illiterates do not like to mix with the regular college students, and they do not want men of that type at Harvard, and Columbia, Pratt Institute, or Carnegie Institute.

The CHAIRMAN. I am not sure whether it appears clearly to the committee, but the reason why that school, or a school of that kind, is largely attended, while the university is not, by these disabled men—I think I can understand it——

Miss ENSOR (interposing). The atmosphere is entirely different. These men would refuse to go to the other places.

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The CHAIRMAN. Mr. Robsion is a man who attended a school that had in it about 3,500 students, while the average university has less. That was because the institution fitted itself to the condition of the students. I know that, because he was my student.

Miss ENSOR. There is one other thing that I would like to refer to, and that is the pen in the New York office. I have been in the New York office many times, and I have just returned from the New York office. I have spent the last three weeks in that district, at the request of the D. V. O. The pen is very interesting. There is a type that frequents the New York office and fills the office every day. They go there apparently because they have no other place to go. That was a small receiving room, and it was a meeting place. If one man came in to get an examination one day, his friends came along and wanted to be examined. If the doctor thought that a certain man needed eyeglasses, the rest of the men thought that they needed eyeglasses. If some of them needed wooden legs, they thought that as the Government was giving away wooden legs, why should they not all have wooden legs. They would sit there, and a man of one type might say, "I think we can make more money at automechanics than at anything else." He would say to them, "Do not let them tell you what you want to be, but be an automechanic." There might be 30 men, and when you ascertained their disabilities, some of them were disabled in such a way that they could not be automechanics. Some of them may have spinal trouble and others have injured backs so they can not bend over. Now, do you think that you could persuade them inside of three days that the work of an automechanic is not the proper thing for them to take up? I wish some members of the committeee would try it. The situation caused a great delay in getting men in training. That is what went on there when men of some particular nationality or type, or who had a litttle bit more education or a few "advanced ideas," would do that sort of thing. If they were moved into a big place, or should have half as much room as this, instead of spreading out over the space the men pack themselves into one corner just as tightly as in the pen on Fifth Avenue. It is their nature and disposition, mob—gang psychology. You could put them in a big room and you would have most of the space left.

The CHAIRMAN. There is no doubt that there has been a great deal of delay and quite a bit of disaffection by the boys having to wait in groups like that?

Miss ENSOR. When this man came up and required an extra examination, of course, there was delay. Another thing, as to the delays that were supposed to be caused in the New York office, we must all take into consideration that all the schools in the States in that district tried to open up places where they could accommodate these men and, of course, there were some delays in getting them in; but with all that criticism which the New York office has gone through, with pleasure, within the last five months, they have put more men in training than in the previous year and they stand at the head of the list of districts in the United States, having put the highest percentage of eligible men in training. That is a record that can be proven by Matthews's Memo. 7, which has been published.

The CHAIRMAN. What would you say to a division of the New York office, making two points instead of one?

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Miss ENSOR. The ideal condition would be to keep it as it is now, because the old cases and the bad things that really existed in the New York office have been cleared up, and it is better to leave the organization as it is now than to change it at this time.

Mr. DALLINGER. Have you been to the Philadelphia office recently?

Miss ENSOR. Not so very recently; but then I was there during all the exciting times to which you refer.

Mr. DALLINGER. Please tell the committee about the morale of the office?

Miss ENSOR. The morale at the present time is very good. The things that were disturbing in the Philadelphia office have considerably been eliminated and the people that were causing the trouble have been squelched, so to speak. Day before yesterday, when you asked Mr. Greer if he instigated the movement to withdraw that petition, I will say he did not, because I did it myself. I think that it is undignified to ask any Government officer to try to do things in that way; that it is up to the D. V. O. to settle internal affairs. These men told me that they would withdraw that petition and do it in a businesslike way. I heard for the first time the other day that they had withdrawn the petition. I know that Mr. Hamilton went and talked with Mr. Fuller, and they told every man in the office from the janitor to the D. V. O. that they would support the Federal board and keep themselves busy or that they would leave, and since that time everything has been going fine.

In conclusion, I want to say as to the complaints against the Federal board, in nearly all the institutions where we have a good number of men in training they have a student organization which picks its own officers, and if they have any complaints about the Federal board or about the War Risk or about the Red Cross, they go to those officers and make their claims known to the officers, who in turn go to the Federal board. There are very few complaints coming in at the present time. I have attended a few meetings, and by the time I got through with the meetings they were all ready to come in with a fine indorsement for the Federal board, and for every man that can be produced on this witness stand as having a grievance against the Federal board I can produce 50 men that will testify favorably for the Federal board in the seven or eight districts which I visited.

The CHAIRMAN. We are very much obliged to you, Miss Ensor.

SUGGESTIONS OFFERED BY MISS ENSOR.

1. The hearings before the Committee on Education have shown that there are three ideas, and a possible fourth, which benefit the disabled soldier, and in the opinion of many people are provided for under the present vocational rehabilitation act:

(*a*) There is the idea of reward for service, a sort of bonus, an expression that a man who received any disability rated at 10 per cent or more is entitled to training with pay, regardless of whether he has a vocational handicap or not. So strong is this sentiment in the minds of some people that it has been proposed to eliminate section 3 training and put it all on a section 2 basis.

(*b*) There is the idea of rehabilitation and compensation for men where a real vocational handicap exists. This is analogous to workmen's compensation and the acts providing for vocational rehabilitation recently enacted by several States.

(*c*) There is the additional idea that many men need economic rehabilitation; that is to say, their compensation is not sufficient to enable them to attain maximum recovery from the physical disability which they have, although

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should their present physical disability be removed they would neither be prevented nor hampered in the pursuit of the occupation which they formerly followed. Many people urge that it is the duty of the Federal board to make full provision for training such cases during the period of convalescence.

(*d*) There seems to be also a somewhat vague impression not so fully expressed as *a*, *b*, and *c* that it would pay the Government, as a sound economic investment, to give training and education to just as many ex-service men as possible. Behind that is the feeling that we are to be short of labor because of reduced immigration, etc., for a number of years, and that it is good business for the Government to substitute just so far as possible trained minds and trained skill to take the place of manual labor. Bound in with this is the further idea that it is the duty of the Government, especially to its ex-soldiers, to remove, in so far as trained intelligence will permit, radicalism, bolshevism, and governmental ills.

2. The evidence that these ideas and attitudes are seeking expression is found in the great number of proposed bills affecting the welfare of ex-service men. They are numerous; they vary in their terms to such an extent that it is evident that neither the people nor the ex-service men themselves have a coherent plan which will work justice to all concerned.

3. The situation is further complicated by the fact that so many committees of Congress are dealing with these proposed measures. It seems too much to expect that the Congress can before adjournment give sufficient time to weigh and consider carefully all these ideas which are seeking expression in legislation, codify the proposed legislation, and work out an administrative plan which will translate the desires of the people into action.

4. One method of dealing with this complex situation would be the appointment of a congressional commission representing the committees which have bills in hand to serve during the coming summer, and to bring forth at the end an organized coherent plan for the consideration of the next session of Congress. Among other things such a commission should consider carefully:

(*a*) Will the welfare of the disabled man be best conserved by uniting under one head that division of the Public Health Service dealing with the disabled man, that division of the Federal Board for Vocational Education dealing with the disabled man, and the compensation and insurance sections of the Bureau of War Risk Insurance?

(*b*) Should the Government establish a separate bureau analogous to the Cadanian Bureau of Soldiers' Civil Reestablishment, which deals with all the problems of the ex-service man, including land, bonus, education, vocational training, insurance, compensation, pensions, etc.?

(*c*) Should the bureau, the Public Health Service, and the Federal board be so organized as to decentralize their functions to a greater extent than is now being planned for?

5. Such a commission should, of course, be given authority to call for all Government files and records that are needed, to call to its assistance expert service wherever it can be found, and address itself to the task of harmonizing all the interests involved, including those special interests of the disabled soldier.

6. This is too big a program to put through in a short time. Furthermore, the Committee on Education and the Congress has not yet classified all the information needed before a just solution can be reached. The whole situation demands further investigation, study, and a larger program of legislation than is provided for by any one bill now before Congress.

TESTIMONY OF DR. C. S. MERRIAM, ATLANTA, GA.

(The witness was duly sworn by the chairman.)

Mr. TOWNER. Please give your name to the reporter.

Dr. MERRIAM. C. S. Merriam, 574 Peachtree Street, Atlanta, Ga.

Mr. TOWNER. That is you home address?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. And your office address would be with the central office?

Dr. MERRIAM. With the Federal board, 804 Forsyth Street, Atlanta.

Mr. TOWNER. What was your previous work, Doctor?

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Dr. MERRIAM. Previous to coming with the Federal board?
Mr. TOWNER. Yes, sir.
Dr. MERRIAM. I had been in the general practice for nine years.
Mr. TOWNER. The general practice of medicine?
Dr. MERRIAM. Yes, sir.
Mr. TOWNER. At what place?
Dr. MERRIAM. Atlanta.
Mr. TOWNER. What date did you come into the Federal board service?
Dr. MERRIAM. February 14, 1919.
Mr. TOWNER. How did you happen to come into the Federal board service?
Dr. MERRIAM. It was brought up by one of the vocational advisers who was talking with me in a hotel in Washington, and he suggested that I go over and see the Federal board. I went over and saw Mr. Chandler, the chief of the division of rehabilitation, and he offered me a position with the Federal board, which I accepted.
Mr. TOWNER. What was that position?
Dr. MERRIAM. Medical representative in the New York office.
Mr. TOWNER. When did you go to the New York office?
Dr. MERRIAM. On the night of February 14.
Mr. TOWNER. 1919?
Dr. MERRIAM. 1919.
Mr. TOWNER. How long did you remain there?
Dr. MERRIAM. Eleven and one-half months.
Mr. TOWNER. You remained there practically the rest of the year?
Dr. MERRIAM. Until February 1, 1920.
Mr. TOWNER. Where did you go then?
Dr. MERRIAM. I went from the New York office to organize the medical work in the New Orleans office, in district 6.
Mr. TOWNER. How long did you remain there?
Dr. MERRIAM. Three months.
Mr. TOWNER. And from there you went to Atlanta?
Dr. MERRIAM. Yes, sir; on the 3d of May.
Mr. TOWNER. Of this year?
Dr. MERRIAM. Yes, sir; this year.
Mr. TOWNER. You have just commenced your work there, practically?
Dr. MERRIAM. I have only been in the Atlanta office a little over a week.
Mr. TOWNER. What position do you hold in the Atlanta office?
Dr. MERRIAM. I am assisting the district medical officer.
Mr. TOWNER. While in the New York office who were your associates?
Dr. MERRIAM. In the medical department or the Federal board?
Mr. TOWNER. The medical department.
Dr. MERRIAM. Dr. Bell was the district medical officer after September, and the medical staff was composed of Dr. McDonald, Dr. Kirkland, Dr. Bott, Dr. Webster, Dr. Mandracchi, Dr. Harrington, Dr. Boudreau, Dr. Richardson, and Dr. Tracey.
Mr. TOWNER. How many of those men were on the regular staff, giving all of their time to the work of the board?

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Dr. MERRIAM. Dr. Bell, Dr. Kirkland, Dr. Webster, Dr. Bott, Dr. Mandracchi, Dr. McDonald, and Dr. Richardson.

Mr. TOWNER. Were those physicians from New York mostly?

Dr. MERRIAM. Local physicians?

Mr. TOWNER. Yes, sir.

Dr. MERRIAM. I can not answer that question definitely. There is only one who lives in New York that I know of. I do not know their legal residences; I can not tell you that offhand.

Mr. TOWNER. They were not all serving at the same time, were they?

Dr. MERRIAM. Yes, sir; they were the staff at that time.

Mr. TOWNER. During the time you were there?

Dr. MERRIAM. Yes, sir; from about the 1st of October until the latter part of the year—until I left, the 1st of February.

Mr. TOWNER. When you were sent there, what was the nature of your work, I do not mean what did you have to do, but how much did you have to do—was the office at that time crowded with applicants?

Dr. MERRIAM. Yes, sir; more than I could possibly handle.

Mr. TOWNER. How many men did you usually dispose of in a day?

Dr. MERRIAM. I did not observe the civil service hours and I stayed and worked until 7 or 8 o'clock the first two months trying to get the men through. Sometimes I had 30, which is more than the proper number to examine. To take care of them I had to stay overtime.

Mr. TOWNER. Did any of the other men on the staff at that time work overtime for that purpose?

Dr. MERRIAM. Not for that purpose. We had the case board meetings at night because we did not have time to do it in the day.

Mr. TOWNER. Were you the only one who had double duties?

Dr. MERRIAM. No, sir. When the case board met we met three and four nights a week.

Mr. TOWNER. That meant all the staff of physicians?

Dr. MERRIAM. I was the only physician on the board at that time

Mr. TOWNER. Did the work increase or diminish during the time you were there?

Dr. MERRIAM. During the time that I was in the New York office?

Mr. TOWNER. Yes, sir.

Dr. MERRIAM. It increased.

Mr. TOWNER. You were required during the latter part of your service to dispose of 30 cases a day, were you, Doctor?

Dr. MERRIAM. Not individually, but the Medical Department did.

Mr. TOWNER. Each member of the Medical Department?

Dr. MERRIAM. No, sir; we had a larger medical staff then.

Mr. TOWNER. They were doing it when you were sent there?

Dr. MERRIAM. I was the only medical officer on the board.

Mr. TOWNER. It was increased from time to time during the time while you were in the New York office?

Dr. MERRIAM. Yes, sir. The first assistance I had there was on the 1st of April.

Mr. TOWNER. How many men, on an average, would a physician examine there during one day?

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Dr. MERRIAM. Not over 12 men, dependent, of course, on their disabilities. Of the psychiatric cases, of course, you could not examine 12, but ordinary disibility, taken at random, 10 or 12 is about the average.

Mr. TOWNER. You know something about these complaints that have been made with regard to medical examinations, do you, Doctor?

Dr. MERRIAM. I do not know which complaints you refer to.

Mr. TOWNER. There are a good many of them. In the first place, the complaint is made that some men would be sent repeatedly for examination. What have you to say with regard to that?

Dr. MERRIAM. Repeatedly examined by the Federal board on physical examinations?

Mr. TOWNER. Physical examination by the medical examiners.

Dr. MERRIAM. Of the Federal board?

Mr. TOWNER. Yes, sir.

Dr. MERRIAM. A good many of these men understand when they come to the Federal board that they have been examined several times and they blame the board for their reexamination when we have never examined the man at all. He has been examined by the war risk and we have never seen the man.

Mr. TOWNER. Did you ever reexamine a man?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. Under what conditions?

Dr. MERRIAM. A man may be examined who has an acute tubercular condition and we hospitalize that man and when he comes back he is reexamined before we put him in training.

Mr. TOWNER. If there is a recurrence of the disease or indication of it, he has to be examined to see whether or not he should be sent to the hospital?

Dr. MERRIAM. If the hospital has given him the proper care and the proper discharge it would not be. If they do send him out and the disease becomes active we would send him back.

Mr. TOWNER. You have cases, do you not, in which a man may have three or four difficulties, troubles, diseases, wounds—the same man?

Dr. MERRIAM. With several disabilities?

Mr. TOWNER. Yes, sir.

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. I suppose it is likely in any case of that kind that there might be necessary an examination or reexamination or require any action which was necessary to determine whether he ought to be sent to the hospital or not. When a patient is sent to the hospital he comes under the jurisdiction of the War Risk Insurance Bureau, does he not?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. Do you always make that transfer or arrange for that transfer?

Dr. MERRIAM. In the district New York office and in the district New Orleans office a man is always given an official letter to the Public Health Service, stating that the man has been examined by our medical officer, giving a diagnosis, asking that they hospitalize the man and send them a report. We get a return official report from

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the Public Health Service stating what they have done with the man then.

Mr. TOWNER. That means that your medical representative would be required to examine him, does it not?

Dr. MERRIAM. They accept the examination of the Federal board.

Mr. TOWNER. They do?

Dr. MERRIAM. In some cases. In the hospital they usually examine a man when admitted.

Mr. TOWNER. When discharged do you take their discharge or do you give a reexamination to the man before you again admit him to training?

Dr. MERRIAM. That would be dependent on a man's disability entirely. If the condition were liable to recur and if the man's interest was at stake, we would reexamine him. That is one reason for a reexamination.

Mr. TOWNER. Of course, you have to form a conclusion which amounts to a recommendation to the staff, do you not?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. For the consideration of the case board?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. How do you do that? Do you just make a report of the medical condition of the man, or do you say at the conclusion of the report, "We recommend this man being put in training," or do you grade the disability—what do you do in regard to that?

Dr. MERRIAM. We do not recommend that the man be put in training. We simple examine the man. He is examined by one of the examiners of the Federal board and is rated.

Mr. TOWNER. You say that he is rated?

Dr. MERRIAM. Yes, sir; according to his vocational handicap.

Mr. TOWNER. Just how do you determine what the vocational handicap is?

Dr. MERRIAM. By his previous occupation and his ability to follow it at this time as compared with the prewar condition.

Mr. TOWNER. Suppose that a man is naturally unable to return to his prewar condition and yet was able to carry on some other vocation, do you take that into consideration?

Dr. MERRIAM. The vocational handicap in the occupation?

Mr. TOWNER. Yes, sir.

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. Do you so report?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. Do you report on a percentage basis?

Dr. MERRIAM. No, sir.

Mr. TOWNER. What is the nature of your report; what do you say; what language do you use?

Dr. MERRIAM. Major, minor, or negligible vocational handicap.

Mr. TOWNER. Please explain to the committee what a major vocational handicap is.

Dr. MERRIAM. A major vocational handicap, for instance, is a farmer who has lost one arm; he would have a major vocational handicap.

Mr. TOWNER. That would be determined by the fact that he was unable to return to his vocation under any circumstances?

Dr. MERRIAM. In his present condition; yes, sir.

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Mr. TOWNER. Still that man might be trained and sent back to farm work?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. What is a minor vocational handicap?

Dr. MERRIAM. A minor vocational handicap would be the same man, a farmer, who had suffered a wound in his arm which would limit the motion, and still not be enough to interfere with his work a great deal. That is a minor handicap.

Mr. TOWNER. Or some of his fingers off?

Dr. MERRIAM. No; but partial anchylosis of the shoulder, so that he had not the full movement. It would be a little more than an inconvenience, but still it would be a minor handicap. He could resume his operation.

Mr. TOWNER. And what is the third?

Dr. MERRIAM. A negligible handicap.

Mr. TOWNER. Yes, sir.

Dr. MERRIAM. Under that classification would come a man who had developed astigmatism in the service, or imperfect vision. The wearing of glasses is an inconvenience and a negligible handicap. It does not interefere with his resuming his occupation and is something that can be corrected by proper lenses.

Mr. TOWNER. Complaint was made by some of the soldiers that the treatment accorded them by the medical officers in the New York office was harsh and sometimes not only unsympathetic but contemptuous. What have you to say with regard to that?

Dr. MERRIAM. I remember only one instance where that happened, and the doctor responsible for it was removed.

Mr. TOWNER. Is that a matter of discussion among the physicians there—as to their attitude toward the soldier?

Dr. MERRIAM. There was no occasion for discussion; any further than that they were to treat him with every courtesy in the world.

Mr. TOWNER. I do not exactly mean that. Of course, a discussion might turn upon the particular question as to whether you did or did not have it—as to whether the physician was or was not sympathetic—but in the natural course of conferences between you and your associate physicians, what was the attitude generally of those engaged in the work?

Dr. MERRIAM. The attitude was always one of courtesy among the medical officers, and to give him the credit of the doubt in each instance.

Mr. TOWNER. You think that you can say, without any reservation, that that was done?

Dr. MERRIAM. Without any reservation whatsoever during my time in the New York office, with the exception of the one man that I mentioned a few moments ago, who was removed for that reason.

Mr. TOWNER. Do you know for what reason you were transferred from the New York office?

Dr. MERRIAM. At my request.

Mr. TOWNER. What was the reason for that request?

Dr. MERRIAM. Because my home is in Atlanta, and I asked to be transferred to my home. Mr. Chandler promised me the Atlanta office when I first went with the board. Not until the afternoon that I left Washington did I know that I was going to New York.

Mr. TOWNER. You were sent first to New Orleans?

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Dr. MERRIAM. To organize the work there. That was my temporary station.

Mr. TOWNER. That was understood to be merely a temporary work?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. And you were then to be sent to Atlanta?

Dr. MERRIAM. To return to Atlanta as a temporary station.

Mr. TOWNER. You had no reason whatever to ask for a transfer because of conditions in the New York office?

Dr. MERRIAM. No, sir; not at all.

Mr. TOWNER Have you ever made any report regarding conditions in the New York office to your superiors here in Washington?

Dr. MERRIAM. I have made monthly reports on the conditions there.

Mr. TOWNER. What kind of a report is that you make?

Dr. MERRIAM. That is only a report of the work done by the the medical department It is the regular monthly report of the examinations, men on duty, and their assignment.

Mr. TOWNER. When the representatives of the Federal board visited the New York office, did you meet them?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. Did they talk with you regarding your work?

Dr. MERRIAM. Yes, sir; there were discussions and advisements. When the representatives of the central office came to the New York office there was on every occasion, practically every occasion, conferences with the heads of the departments there and the medical department was brought into all those conferences.

Mr. TOWNER. Have you any suggestion or recommendation to make for the good of the service?

Dr. MERRIAM. For the medical department?

Mr. TOWNER. For any department.

Dr. MERRIAM. I think there is one thing that is imperative. That is unless you remove the salary restriction which you have put on the Federal board you are not going to get the men that you ought to have. We are experiencing that in the medical department every day.

Mr. TOWNER. What is the maximum amount that can be paid to a medical officer?

Dr. MERRIAM. Under the Federal board?

Mr. TOWNER. Yes, sir.

Dr. MERRIAM. Two hundred and one dollars a month.

Mr. TOWNER. And that is not sufficient to induce men to leave the practice for such temporary employment?

Dr. MERRIAM. No, sir; and where you get a man at that salary, he is simply using it for a carry-over to something else, and as soon as he gets something better he leaves. As soon as you get a man broken in he gets something better and leaves, and then you have to break in the next man.

Mr. TOWNER. What amount do you think would be necessary to secure the proper grade of men?

Dr. MERRIAM. I should say that the minimum salary should not be less than $4,000; $4,000 to get a man in, and I should say from $4,000 to $6,000, dependent upon the man's qualifications.

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Mr. DALLINGER. Do you remember something about a man named Gilbert E. Wright?

Dr. MERRIAM. No, sir; I do not. What date was that?

Mr. DALLINGER. Along in May.

Dr. MERRIAM. I did not examine any man for the Federal board after March, 1919; I did administrative and executive work.

Mr. DALLINGER. You were acting as adviser at that time?

Dr. MERRIAM. I directed the work in the medical department, but did not do actual examination.

Mr. DALLINGER. I want to call your attention to the testimony in Part 4, beginning on page 136, in reply to some questions that I asked Mr. Wright. He speaks about having been unable to get any satisfaction from the Vocational Board, after repeated attempts, and finally went to the Red Cross.

Mr. DALLINGER. You mean after you saw people at the Red Cross?

Mr. WRIGHT. Yes, sir.

Mr. DALLINGER. That when they arranged for you to go up to the Vocational Board again?

Mr. WRIGHT. Yes, sir.

Mr. DALLINGER. Who did you see that time?

Mr. WRIGHT. Dr. Merriam.

Mr. DALLINGER. Do you remember the date in August that you were at the board?

Mr. WRIGHT. Who?

Mr. DALLINGER. Was this on August 4?

Mr. WRIGHT. Yes, sir.

Mr. DALLINGER. Do you happen to remember what day of the week it was?

Mr. WRIGHT. August 4.

Mr. DALLINGER. You do not happen to remember what day of the week?

Mr. WRIGHT. No.

Mr. DALLINGER. What time of day was it you called?

Mr. WRIGHT. In the morning.

Mr. DALLINGER. Where was the office located?

Mr. WRIGHT. Fourth Avenue and Twenty-sixth Street; that is the Red Cross. They called up.

He misunderstood my question.

Mr. DALLINGER. Did you see Dr. Merriam?

Mr. WRIGHT. Yes, sir.

Mr. DALLINGER. Were you kept waiting?

Mr. WRIGHT. No; I went right up to him.

Mr. DALLINGER. Did anybody go with you from the Red Cross or did you go alone?

Mr. WRIGHT. No; I went alone.

Mr. DALLINGER. Just describe your treatment that day by the officers of the Vocational Board.

Mr. WRIGHT. He said, "Well, what case is this?" I said, "I am Mr. Wright that the Red Cross spoke to you about over the telephone." He said, "What do you want?" I said, "I came over to see you about getting training." He said, "You will have to go down to the War Risk Insurance, 280 Broadway, and be examined again." That is what he told me, and I went down there.

Mr. DALLINGER. When was it that you had been examined?

Mr. WRIGHT. In May, the 22d. He sent me down there.

That was referring to you.

Here is a letter that he sent down. I wanted to get training wherever I could possibly do it and was discharged from the service that day, on May 16, 1919, and they said, "Will you kindly arrange for such payment as may be needed and let me have a report?" I again went out, and he gave me a letter for treatment. I took it for granted that he wanted to sidetrack me.

Mr. DALLINGER. You went down there to the War Risk Insurance Bureau the same day?

Mr. WRIGHT. Yes, sir.

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Mr. DALLINGER. And you were examined again?
Mr. WRIGHT. No, sir.

Then he goes on a little later:

I went back to the Red Cross with that letter and called up that same Dr. Merriam again.
Mr. DALLINGER. Do you know what date this was?
Mr. WRIGHT. The next day.
Mr. DALLINGER. August 5?
Mr. WRIGHT. Yes, sir.
Mr. DALLINGER. They called up Dr. Merriam again at the Red Cross?
Mr. WRIGHT. Yes, sir; I do not know what the conversation was, but before I went back there again, as he told me.
Mr. DALLINGER. You saw Dr. Merriam again?
Mr. WRIGHT. Yes.
Mr. DALLINGER. What did he say to you this time?
Mr. WRIGHT. I do not just remember what he did say.
Mr. DALLINGER. What I am trying to find out is how he treated you?
Mr. WRIGHT. Always shoved me off on somebody else.
Mr. DALLINGER. What did he do that time, August 5?
Mr. WRIGHT. Referred me to some other adviser.

What have you to say in regard to that; do you remember any such case?

Dr. MERRIAM. I do not remember the man, but the case is very clear. I think the man evidently came to the Federal board for treatment. The quotation from the letter, "Will you not furnish such payments as are necessary," is not a correct quotation from the letter. The letter is a form letter that I got up myself some months ago, in fact, a letter that we send with the man to the War Risk for treatment and we ask in that letter, "Will you not furnish such treatment as may be necessary and let me have a report?"

Mr. DALLINGER. Apparently what happened, as far as this man's testimony goes, is that he was sent by you back to the War Risk Bureau and after he had his examination, through the Red Cross, he came up to see you again. He was trying to get training.

At any time did you ever explain to that man the reason for sending him repeatedly to the War Risk Insurance for examination?

Dr. MERRIAM. I think the man says in his testimony that he was not examined by the War Risk Insurance.

Mr. DALLINGER. But you sent him down there.

Dr. MERRIAM. I sent him for an examination, but I think he says there that he did not go.

Mr. DALLINGER. He says he was examined way back in May by the War Risk but that you kept sending him down there to be examined again, and I thought possibly you might enlighten the committee as to what actually occurred. Why did not that man get training or why was he not told or why was not some one sent down with him so that the man's case could be adjusted in some way?

Dr. MERRIAM. I can not recall the particular case just at the moment. With the number of cases we had there, I could not recall any individual case. The man undoubtedly was a treatment case and he had been given a letter and told to go to the War Risk Insurance and told to get his treatment. Now, why he has not been granted training I think can best be decided by whether he can be granted compensation. At that time they had to be granted compensation before the board could train them. This was a treatment case undoubtedly, and the man was given a letter to the Bureau of

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War Risk Insurance but for some reason he has not given them that letter, otherwise he would not have the letter from the Red Cross.

Mr. DALLINGER. Why did he not go where he was told?

Dr. MERRIAM. He says he took that letter to the Red Cross.

Mr. DALLINGER. After he had gone to the War Risk?

Dr. MERRIAM. The War Risk would take up that letter and keep it as a matter of record.

Mr. DALLINGER. Then your explanation is that he never went to the War Risk Insurance?

Dr. MERRIAM. That is the way it looks, because they take those letters and answer those letters, and give us an official reply as to what they have done with the man. We do that in all instances because at that time men we had in training sent to the War Risk were often sent to the hospital, and unless we got an official reply to our official letter we did not know that the man was in a hospital; but as soon as we get their reply we know in the training department that that man has been put in a hospital for treatment, and we will notify them when he is discharged from the hospital or they will give us a letter when he is discharged, and he comes back to us with his discharge from the hospital.

Mr. DALLINGER. As I understand it, according to your testimony at that time, he had to first get a rating from the War Risk Insurance before you could give him training?

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. Was there any delay while you were examining at the New York office; were boys obliged to wait around all day and then be told to come the next day?

Dr. MERRIAM. In some instances; yes, sir; on Mondays, for instance. Monday was an unusually heavy day, and following holidays sometimes there were unusually heavy days. It depends altogether on the character of the examination you have to make and the number of men you have to examine. The medical department could have taken care of more men had we had the space. We did not have the space to put the Medical Department in.

Mr. DALLINGER. Just what period were you at New York?

Dr. MERRIAM. I was there from February 14, 1919, until February 1, 1920.

Mr. DALLINGER. You were there just a year?

Dr. MERRIAM. Eleven months and a half, to be exact.

Mr. DALLINGER. Now, a number of the boys testify here that they were not given a thorough examination; that the doctors simply looked at them, etc.; what was your practice? Did you give the boys a thorough examination?

Dr. MERRIAM. When I examined a man; yes, sir; so far as I could. Numbers of times I had to go over them faster than I would ordinarily in order to get the men through. Where a man has a very clear and stated disability, there is not much of an examination required. For instance, the amputation of an arm is a very easy examination. On the other hand, if that man had had a heart condition or a kidney condition or suspected tuberculosis, it is a rather long examination and a rather tedious examination, and 10 men a day with heart conditions or tubercular conditions would be a pretty good day's work for any physician.

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Mr. DALLINGER. And how many boys came there, on an average, to be examined?

Dr. MERRIAM. I think about 50 a day.

Mr. DALLINGER. And how many doctors did you have when you first went there?

Dr. MERRIAM. Well, they did not have 50 a day during the first of the year. I was figuring on a later period. I would say from 20 to 30 then.

Mr. DALLINGER. And how many doctors did you have?

Dr. MERRIAM. I was the only one there.

Mr. DALLINGER. Were you the doctor who was hired in the afternoons?

Dr. MERRIAM. No, sir; I was on full-time work. The doctor whom I succeeded was on part-time work from 1 o'clock until 5.

Mr. DALLINGER. What were your office hours?

Dr. MERRIAM. I did not have any office hours. I was supposed to be there from 9 until 5, but I was there from 8 or 8.30 until 7 or 8 o'clock and sometimes 11 o'clock at night at case board meetings.

Mr. DALLINGER. And how long a period was it that you were the only examining physician?

Dr. MERRIAM. Until the 1st of April.

Mr. DALLINGER. And from what date?

Dr. MERRIAM. From the 15th of February until the 1st of April, 1919.

Mr. DALLINGER. And during that time was it a fact that you were not able to dispose of all the cases that came there in a day?

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. So that some boys had to wait?

Dr. MERRIAM. Yes, sir; it was a physical disability to examine all the men in one day.

Mr. DALLINGER. When you had 20 or 30 men waiting to be examined and found that you had a number of cases that were taking some time and that there was no possibility of reaching a dozen or 15 of those cases, did you tell those boys that they could leave or were they obliged to wait around all day long without knowing anything about when they would be examined?

Dr. MERRIAM. The information desk took the man's name as he came into the office, put the time of day he came in on the paper, and we took them according to the time they came in. As soon as they found we had all the men we could handle, we notified the rest of the men that we could not get to them and to come the first thing in the morning, and those men I usually met at the office at 8 o'clock, an hour before we started up, and started in to examine them. The men did not have to wait all day.

Mr. DALLINGER. Was any complaint made to you about the men having to wait without getting any satisfaction?

Dr. MERRIAM. There was some complaint; yes, sir; because a good many of the men had gotten positions and could not wait.

Mr. DALLINGDR. Now, Doctor, very soon after you started in there you found out that you could not take care of all the cases that came to you in a day; that is a fact, is it not?

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. Did you go to the district vocational officer or to anybody else and notify them of that fact and ask for assistance?

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Dr. MERRIAM. Yes, sir; we asked for assistance several times before we were finally given one man.

Mr. DALLINGER. To whom did you apply—Mr. Griffin?

Dr. MERRIAM. Mr. Griffin at the time, and Mr. Griffin in turn wrote the chief of the Division of Rehabilitation and asked that we be given additional medical officers, and for some reason or other we were not granted permission to employ them.

Mr. DALLINGER. Was any reason given?

Dr. MERRIAM. I did not see the return correspondence on that any more than Mr. Griffin told me that they could not employ any other medical men and we insisted upon it, and they did give us one man later on.

Mr. DALLINGER. That was in April?

Dr. MERRIAM. April 1.

Mr. DALLINGER. And was that man employed all the time?

Dr. MERRIAM. Full time; yes, sir.

Mr. DALLINGER. Who was he?

Dr. MERRIAM. Dr. Richardson.

Mr. DALLINGER. A good man?

Dr. MERRIAM. Yes, sir; a very good man.

Mr. DALLINGER. And he worked there all day the same as you?

Dr. MERRIAM. Yes, sir; full time.

Mr. DALLINGER. Were the two of you able to take care of all the cases that came there?

Dr. MERRIAM. No, sir; we were not at that time.

Mr. DALLINGER. That is, by April the number of cases had increased still more?

Dr. MERRIAM. They were increasing right along.

Mr. DALLINGER. And when you found that you and Dr. Richardson both working together all day long could not handle those cases, did you say anything to Mr. Griffin about it and ask for further assistance?

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. And what did Mr. Griffin say about that?

Dr. MERRIAM. Mr. Griffin took it up with the central office and central office did authorize us to employ one additional man.

Mr. DALLINGER. When was that?

Dr. MERRIAM. If I am not mistaken, it was in May. I will not be quite sure but I think it was in May.

Mr. DALLINGER. Did that man devote his full time to the work?

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. When you got those three men working all day, were you able to take care of all the cases?

Dr. MERRIAM. The work was increasing as we increased the medical staff and there was a great deal of administrative work that should have been done that we did not have the time to do because I had to help the medical officers out with their examinations occasionally.

Mr. DALLINGER. Did Mr. Griffin state to you that the reason he could not get more doctors or more medical assistance was because of a lack of appropriations, or was it simply a case of central Washington in Washington not giving them doctors?

Dr. MERRIAM. Mr. Griffin told me that central office had refused to let them employ any more doctors at that time. I did not see the

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correspondence on it, but he told me that central office would not let them employ any more, and on the strength of that we wired central office again and asked them a second time for additional medical staff. I did not see the return correspondence on that or the return wire, their reaction.

Mr. DALLINGER. In other words, it was a constant fight on your part to get additional assistance?

Dr. MERRIAM. That is it exactly.

Mr. DALLINGER. And when you finally left the New York office how many doctors did they then have?

Dr. MERRIAM. I think about 18.

Mr. DALLINGER. Doctor, without consuming unnecessary time, it was a constant fight from the time you went there to get more and more doctors, until finally you succeeded in getting 18.

Dr. MERRIAM. When I took up the question of getting additional personnel with Mr. Griffin, Mr. Griffin handled it after that, and I did not see the reaction and I am only quoting what Mr. Griffin told me.

Mr. DALLINGER. But you were the only one who knew the necessity for more doctors.

Dr. MERRIAM. Yes, sir; we needed personnel.

Mr. DALLINGER. I mean you are the man who would know about it and be in a position to tell Mr. Griffin.

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. Mr. Griffin would not know whether you were able to handle the cases or not unless you told him. If you did not say anything to him about it, he would assume you were taking care of all the cases that came in, and as I understand it, you continually requested Mr. Griffin for more assistance, and Mr. Griffin communicated with the central office in Washington.

Dr. MERRIAM. The information that came to me was that the chief of the division of rehabilitation would not let them employ any additional personnel. That was the reaction on it.

Mr. DALLINGER. Did either you or Mr. Griffin have anything to say about these men, or were they simply sent on from Washington?

Dr. MERRIAM. The medical men?

Mr. DALLINGER. Yes.

Dr. MERRIAM. They were employed in the New York office at that time.

Mr. DALLINGER. In other words, you were authorized to employ them, or Mr. Griffin was authorized to employ them.

Dr. MERRIAM. I think he had to have the permission of the chief of the division of rehabilitation at that time to employ men.

Mr. DALLINGER. What I meant was did he recommend these men or were they sent from Washington arbitrarily?

Dr. MERRIAM. They were recommended there in the district office.

Mr. DALLINGER. I am trying to get the modus operandi. Did you or Mr. Griffin talk the matter over, decide on a doctor, and then ask permission to employ him, or was there somebody employed by the central office here in Washington and sent on to you?

Dr. MERRIAM. I do not recall of any medical officer having been sent from the central office to district No. 2. One of the medical officers was employed without my knowledge at all, was employed by the field organizer at that time, and the arrangements were made

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for the employment of Dr. Richardson by the field organizer. I had nothing to do with it at all. The arrangements had been made.

Mr. DALLINGER. Were you at the head of the medical organization?

Dr. MERRIAM. I was the only medical man on the board; yes, sir.

Mr. DALLINGER. And two of these doctors were sent down there without consulting you at all about it?

Dr. MERRIAM. I was not consulted. Possibly central office or the chief medical officer was consulted, but I knew nothing of it until he was assigned to duty there.

Mr. DALLINGER. You consider it very important that these boys should be examined as quickly as possible?

Dr. MERRIAM. I certainly do; yes, sir.

Mr. DALLINGER. At the time you left, in your opinion, did they have doctors enough, when they had 18?

Dr. MERRIAM. Yes, sir; they had an ample staff when I left.

Mr. DALLINGER. So that now there should be no delay?

Dr. MERRIAM. There should be no delay at all.

Mr. DALLINGER. How long, on an average, does a boy have to wait to get his examination?

Dr. MERRIAM. I can not state just at the moment because they moved since I left there, and have more space now.

Mr. DALLINGER. I mean at the time you left, when you had the 18 doctors?

Dr. MERRIAM. That would depend on the man a good deal. For instance, a psychiatrist case——

Mr. DALLINGER (interposing). You do not understand me. I do not mean how long it would take for the boy's examination but how long would he have to wait. For instance, a boy comes there and applies for training and the first thing that the man at the desk says is that the boy must be examined to see whether he has a vocational handicap, etc.; now how long, on an average, would the boy have to wait in the New York office before he got his examination; that is, at the time you left.

Dr. MERRIAM. The man would be examined at least the same day, at the most. I would say the man should be examined in less than three or four hours after he was turned over to the medical department.

Mr. DALLINGER. In three or four hours?

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. That would be the outside time that he would have to wait?

Dr. MERRIAM. That was the arrangement at the time I was there. At the noon hour we had finished practically all the men we had in the morning, and in the afternoon we started in on the new men who were picked up.

Mr. DALLINGER. And during all the time you were there, so far as your own conduct is concerned and the conduct of all the other doctors, beginning with the first man who was employed to assist you, down to the whole 18, their treatment of the men was courteous and decent?

Dr. MERRIAM. To my personal knowledge it was, with the one exception.

Mr. DALLINGER. With the one exception you spoke of.

Dr. MERRIAM. Yes, sir.

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Mr. DALLINGER. And, of course, during that time you examined thousands of men.

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. And there was only one case about which you would say any complaint was justified.

Dr. MERRIAM. There were numbers of complaints from the one source.

Mr. DALLINGER. You mean from this one case?

Dr. MERRIAM. From the one doctor; yes, sir.

Mr. DALLINGER. Oh, I see. There were a great many complaints of this one particular doctor.

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. Have you any objection to telling the committee the name of that doctor?

Dr. MERRIAM. I will, if the committee requests it; yes, sir.

Mr. DALLINGER. Well, I should like to know it.

Dr. MERRIAM. Dr. McLean—George D. McLean.

Mr. DALLINGER. How long was he with the board?

Dr. MERRIAM. He was there from May until October.

Mr. DALLINGER. And during that time he examined a good many men?

Dr. MERRIAM. Twenty-five a day, to be exact, along in the latter part of his career there.

Mr. DALLINGER. And you think that if Dr. McLean had not been there, there would not have been any complaints about the New York office so far as the Medical Department is concerned?

Dr. MERRIAM. No, sir; without any mental reservation whatever, I can say the medical department in New York is one of the cleanest I have ever had the pleasure of being associated with, and with that one exception, they have treated the men to their entire satisfaction.

Mr. DALLINGER. What position do you hold with the board at Atlanta?

Dr. MERRIAM. I am assisting the district medical officer there in some work he is doing.

Mr. DALLINGER. Are there any complaints in regard to the treatment of the disabled soldiers at the Atlanta office?

Dr. MERRIAM. I have not been there long enough to pick them up.

Mr. DALLINGER. You have only been there a week?

Dr. MERRIAM. Yes, sir.

The CHAIRMAN. Doctor, just one more question, and then we will excuse you. Is there a possibility of an applicant being sent for an examination three or four or five different times before he is accepted?

Dr. MERRIAM. Yes, sir; there is a possibility of that condition arising. Quite often conditions come to a point where you can not put the man in training because of some infectious disease that he has, and that condition will continue. The man is partly to blame for these repeated examinations. He has a condition so that we can not keep him in training on account of his condition, and we believe it is better for him to be away from the men he is to be associated with. That man will come in in two or three weeks for a reexamination and request a reexamination. We do reexamine the man and we give him every consideration, but the second examination will show the same condition he had at first, and if that condition is not cleared

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up in two months, and he comes back every two weeks, we shall have examined that man four times, and still he is not in condition to go into training, but that is at his request.

The CHAIRMAN. However, that would be at his own request.

Dr. MERRIAM. Yes, sir.

The CHAIRMAN. You are excused, Doctor.

TESTIMONY OF MR. W. H. WHITNEY, FARMINGDALE, LONG ISLAND, N. Y.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Mr. Whitney, where are you located just now?

Mr. WHITNEY. I have been at Alexandria, La., recently.

The CHAIRMAN. What is your relationship with the board?

Mr. WHITNEY. I am in the capacity of a training assistant.

The CHAIRMAN. How long have you been in Louisiana?

Mr. WHITNEY. I went to Louisiana about the 25th of March.

The CHAIRMAN. Were you ever identified with the New York office?

Mr. WHITNEY. Yes, sir.

The CHAIRMAN. At what time?

Mr. WHITNEY. From the 1st of January, approximately, 1919, until about the 20th of January, 1920.

The CHAIRMAN. What was your position there?

Mr. WHITNEY. I was rated as a special agent until October, when I passed my examination as a training officer and got an appointment as a training assistant.

The CHAIRMAN. What would be the meaning of a special agent? What would you be doing as a special agent?

Mr. WHITNEY. I think that is a designation that the civil service gave, or the board gave, until examinations could be taken.

The CHAIRMAN. What were your duties while you were special agent?

Mr. WHITNEY. Practically those of an adviser, but there were other duties which might have been given to one at the same time.

The CHAIRMAN. Well, were you an adviser?

Mr. WHITNEY. A portion of that time, when I was not in the training department.

The CHAIRMAN. Would you be one of the first to meet the disabled man?

Mr. WHITNEY. For about five weeks I acted in that capacity, until I was called into the New York office; that is, I was a field man.

The CHAIRMAN. So you would make the contact.

Mr. WHITNEY. Yes.

The CHAIRMAN. What had been your training before this time?

Mr. WHITNEY. I am a farmer by occupation and a gardener, and I have had considerable training as a practical mechanic.

The CHAIRMAN. What are the duties of an adviser?

Mr. WHITNEY. The duties of an adviser usually involve the meeting of the man, making the first contact, and talking over his problem with him, trying to find out what he is interested in, trying to find out what his former occupation consisted of, and whether, in all probability, he might want to take training, and then try to guide him in considering that training carefully.

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The CHAIRMAN. In other words, the adviser would be a man who ought to be pretty well equipped on vocational guidance, in order to determine what this particular person or that particular person should do?

Mr. WHITNEY. I should say so, sir.

The CHAIRMAN. That is a pretty big field, is it not?

Mr. WHITNEY. It is one of the most important parts of the work, I think.

The CHAIRMAN. There has been a good deal of controversy here as to how far we should allow the disabled man himself to be the judge of what he is to do. Your position would be, really, finally deciding what he had better do.

Mr. WHITNEY. With the man?

The CHAIRMAN. Yes; that is what I mean. What was your attitude toward men who were making application for training?

Mr. WHITNEY. I think it was the attitude of an adviser who was sympathetic toward the problem of the disabled man.

The CHAIRMAN. Have you any cases in mind where a lack of sympathy has been shown?

Mr. WHITNEY. No, sir.

The CHAIRMAN. Do you know anything about that?

Mr. WHITNEY. Nothing whatever.

The CHAIRMAN. There has been complaint here that in the New York office, at least in the early stages, there was an attitude that did not indicate much sympathy. What do you know about that?

Mr. WHITNEY. Do you refer to me particularly, sir?

The CHAIRMAN. No; I refer to your knowledge as to whether there was any or not in the New York office.

Mr. WHITNEY. I have never seen any of that sort of thing. I think the attitude of all the advisers and all the training officers who came in contact with the men at all was very distinctly sympathetic. There was no question about that at any time. My knowledge of that is rather extensive, because I think I know, or did know, practically all the men in the New York office.

The CHAIRMAN. What can you say about the general statement that has been commented upon frequently about keeping the boys waiting so long before they could get final decisions?

Mr. WHITNEY. That was simply a problem incident to the magnitude of the task. It was an impossibility, because we were understaffed a large part of the time.

The CHAIRMAN. There was delay, then?

Mr. WHITNEY. There was some delay caused by the fact that some of the interviews had to be lengthy, and frequently the man did not know just what he wanted, and he had to be drawn out.

The CHAIRMAN. Do you recall at any time any disabled man who was treated as a charity subject?

Mr. WHITNEY. I have no knowledge of that sort, sir; none whatever.

The CHAIRMAN. Suppose an applicant for training would approach you, as an adviser, and he might not be satisfied with your decision and might be petulant and show to you that he was not satisfied; how would you treat him?

Mr. WHITNEY. I do not recall any of those cases. I think the men were usually very well satisfied. It was very difficult sometimes to

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have a man agree that a certain thing might be the best thing for him, but in those events we gave the man an opportunity to think the thing over, and we tried to get him to see that a certain piece of advice might be good when perhaps at the beginning he did not see that.

The CHAIRMAN. Mr. Whitney, let me read you a portion of a statement made by a witness under oath here in this room before this committee:

> They are made to wait for hours and hours, and often for several days in succession, sitting in chairs before they even receive a first hearing. After their cases are taken up and they are frequently obliged to wait days or weeks before any action is taken so far as resulting good to them personally is concerned. The following examples in quotation marks are substantially correct; that is, they are as nearly as memory will serve the exact words used in my hearing by various examiners and advisers, viz: I said, "But you don't understand the psychology of the soldier." Answer, "No; thank God; and I hope we never shall."

Did you ever hear anybody say that?

Mr. WHITNEY. I did not; no, sir.

The CHAIRMAN. You are Mr. Whitney, are you not?

Mr. WHITNEY. Yes, sir.

The CHAIRMAN. The party who testifies to this wrote a paper which must have been elaborately prepared because it was to be read and was read at a convention of considerable distinction, and this party was there by invitation. That statement was made there and was repeated here under oath, and when we asked who the person was, the witness said that the name was Mr. Whitney.

Mr. WHITNEY. I think that is an incorrect statement, sir. I have never been conscious of making any such statement and I never had any such attitude attributed to me by any other person except this person to whom you refer, and I may state here that I do not know the party who made that statement. I have never met the party.

The CHAIRMAN. Further on in this same testimony, quoting again:

> Think what the rehabilitation of the soldier would have been under Army control—militarism, fatal to this country.
> That was also Mr. Whitney.

Do you recall making that statement?

Mr. WHITNEY. I do not, sir. It was not the present Mr. Whitney.

The CHAIRMAN. I asked the witness, "Who is Mr. Whitney?" and the answer was, "An adviser in the New York Federal Board. I have no idea whatsoever whether he is there at present or not. He was present when he spoke to me." I then asked, "Do you know his first name?" and the answer was, "No; I simply took his name from the name written on the side of his desk."

Mr. WHITNEY. My name was undoubtedly on the side of my desk, but I was very frequently out of the office, sir, and I think a dozen other people occupied the same desk that I did when I was away, and it might have been any one of a dozen persons, although I do not care to attribute that to any other person, because I do not think any person in the New York office would take that attitude toward any of the men who came there.

The CHAIRMAN. We have had a good deal of testimony from soldiers themselves in corroboration of this general charge of a lack of sympathy. Do you know Mrs. Jacobs?

Mr. WHITNEY. I do not know Mrs. Jacobs.

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The CHAIRMAN. Do you remember ever having met her?

Mr. WHITNEY. I do not, sir.

Mr. ROBSION. How old are you, Mr. Whitney?

Mr. WHITNEY. I am 41.

Mr. ROBSION. What were you doing immediately before you went into the Federal board service?

Mr. WHITNEY. I was engaged in agricultural work, agricultural teaching.

Mr. ROBSION. You did not actually farm?

Mr. WHITNEY. Farm mechanics work; and prior to that——

Mr. ROBSION (interposing). What do you mean by that?

Mr. WHITNEY. Well, that is the instruction of farm mechanics. I was brought up on a farm and was taught to do farming.

Mr. ROBSION. You were not taught farm mechanics?

Mr. WHITNEY. Yes; I was brought up on farm mechanics and had the practical work to do around the farm.

Mr. ROBSION. Do you mean the planting of corn and the hoeing of corn?

Mr. WHITNEY. No; that is agriculture proper as distinguished from farm mechanics work.

Mr. ROBSION. That is what I am trying to find out. Did you fix the plows and shoe the horses?

Mr. WHITNEY. Yes; I did the general work around the farm of a mechanical character; fixed the plows, built cow stables, helped to build the barn and sheds, and all that sort of thing, cement work, concreting.

Mr. ROBSION. Jack-of-all trades on the farm?

Mr. WHITNEY. To some extent.

Mr. ROBSION. Except doing the farming?

Mr. WHITNEY. No; I did a good deal of farming also.

Mr. ROBSION. What did you receive per month or year?

Mr. WHITNEY. As a farmer?

Mr. ROBSION. Yes; before you went into this Federal board work.

Mr. WHITNEY. I received $200 a month; $2,400 a year on a 12 months' basis.

Mr. ROBSION. What did you get from the Federal board?

Mr. WHITNEY. The Federal board paid me $2,900.

Mr. ROBSION. Did you have any job at all when you took this position?

Mr. WHITNEY. Yes, sir. I left my work to come with the board.

Mr. ROBSION. Where were you working?

Mr. WHITNEY. I was employed by the New York Institute of Applied Agriculture at Farmingdale, Long Island, which is my present home.

Mr. ROBSION. Did you do any farming there; or talk about it?

Mr. WHITNEY. No; except such as was done on the school farm, which is a large farm of about 300 acres.

Mr. ROBSION. You were not in the service?

Mr. WHITNEY. I registered, but I was never called.

Mr. ROBSION. What was your attitude during the war—were you known as a pacifist?

Mr. WHITNEY. I think not, sir.

Mr. ROBSION. Mr. Greer, the assistant vocational officer at Philadelphia, testified here the other day that he had said that the Federal

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board owing to certain conditions, was forced to secure its employees from the scum of the country. Did you observe any scum in the New York office—or what you would call the scum of this country?

Mr. WHITNEY. No; I think most of the men were pretty high-grade men; they were men who had different kinds of experiences, different lengths of training periods, and, naturally, had different qualifications for the work; but, I think, on the whole the New York office would average up very well with other offices, so far as experienced men were concerned, but there never was enough such men to do the work.

Mr. ROBSION. Could you give the committee any idea why Mr. Greer should make a statement like that in regard to the persons engaged in this great work? Is there any foundation for a statement like that?

Mr. WHITNEY. I do not know that there is, sir; at least, not in my experience. The men whom I have associated with on the board have all had the very finest attitude toward this work, and I think, as I said before, most of them are very well trained for the work.

Mr. ROBSION. It has been suggested to me that you visited the Boland school, at Pittsburgh; when did you do that?

Mr. WHITNEY. I was sent to Pittsburgh about the 23d or 24th of January of this year; I remained in Pittsburgh two days and visited the Allegheny Vocational School.

Mr. ROBSION. Who sent you?

Mr. WHITNEY. I was sent by the central office to observe the work there.

Mr. ROBSION. How many did you have there then?

Mr. WHITNEY. I think in the neighborhood of 350 men, or, possibly, 400; I have forgotten the exact number.

Mr. ROBSION. How many teachers did you have?

Mr. WHITNEY. I presume about 20 at that time. I think I met most of the teachers, but I have just forgotten the number.

Mr. ROBSION. Those teachers were to instruct in citizenship, English, arithmetic, carpentry, cabinetmaking, sheet metal, drafting, machine-shop practice, and electrical wiring. You were sent there to inspect that school, you say?

Mr. WHITNEY. Yes, sir.

Mr. ROBSION. How many teachers did they have in electrical wiring?

Mr. WHITNEY. I think there were two teachers in the electrical department, but only one engaged in wiring, as I recall the details.

Mr. ROBSION. How many boys were taking that course?

Mr. WHITNEY. I do not know just how many, but, I judge, possibly 10 or 15 in the room at that time; but there may have been some doing outside work.

Mr. ROBSION. How many teachers did they have for carpentry and cabinetmaking?

Mr. WHITNEY. One or two teachers in the shop.

Mr. ROBSION. Which was it—one or two?

Mr. WHITNEY. I do not know; I do not recall.

Mr. ROBSION. How many students did they have in cabinetmaking?

Mr. WHITNEY. I do not recall that, sir; but a good class.

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Mr. ROBSION. How many teachers in sheet metal?

Mr. WHITNEY. I think there were two men in sheet metal.

Mr. ROBSION. How many students?

Mr. WHITNEY. I do not know; I do not remember those things.

Mr. ROBSION. How many teachers did they have in drafting?

Mr. WHITNEY. I do not recall the drafting particularly.

Mr. ROBSION. Well, did they have any taking the course in drafting?

Mr. WHITNEY. I do not recall the drafting without looking it up.

Mr. ROBSION. That is a pretty important part of the work, is it not?

Mr. WHITNEY. It was not so important to me because I was not there to make a report on the school but to get ideas for another school. I did not feel I needed any further information in regard to drafting for these men.

Mr. ROBSION. How many teachers did they have in the machine shop?

Mr. WHITNEY. They had two or three teachers; I think there were two, if I remember correctly.

Mr. ROBSION. And how many students?

Mr. WHITNEY. I should say there were approximately 30 in the shop at that time.

Mr. ROBSION. How many did they have teaching citizenship?

Mr. WHITNEY. The citizenship was taught at that time along with citizenship. As I remember the work it was of the most excellent character.

Mr. ROBSION. How many teachers did they have for citizenship, English and arithmetic?

Mr. WHITNEY. I met three lady teachers, but whether they had more I do not know.

Mr. ROBSION. You have only accounted for about 10 teachers there.

Mr. WHITNEY. Well, I did not have an opportunity to meet all of the teachers and I do not remember the figures as to all of them.

Mr. ROBSION. You went down there not to inspect and report on it but just to get information and ideas?

Mr. WHITNEY. Chiefly; yes, sir.

Mr. ROBSION. For what school were you getting information?

Mr. WHITNEY. At that time they were planning to open up the Perryville School at Perryville, Md., and I was acting as advisor to the man who was to become director of that school, because my experience in that work had been rather extensive.

Mr. ROBSION. Acting as adviser for the director of a school?

Mr. WHITNEY. Yes, as associate adviser.

Mr. ROBSION. What was the Perryville school; or did it ever develop?

Mr. WHITNEY. The Perryville School is a school which at the present time has about 70 or 75 students; it is carried on at the plant of the Atlas Powder Co. or what was formerly the plant of the Atlas Powder Co. at the head of Chesapeake Bay, Perryville, Md.

Mr. ROBSION. How many teachers have they there for those 70 students?

Mr. WHITNEY. When I left there to go to Alexandria I think there were 3 or 4 teachers who were then on the job, but I think since

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that time some 3 or 4 additional teachers have been added to the staff.

Mr. ROBSION. So there are about 7 or 8 teachers for 70 students?

Mr. WHITNEY. I am not sure as to just the number but I think possibly 6 or 7 teachers.

Mr. ROBSION. And they do substantially the same work as they do at the Pittsburgh school which is in charge of Mr. Boland?

Mr. WHITNEY. The work is somewhat different but to some extent it is the same. They are utilizing some of the facilities of the plant in order to give instruction, and the work is not all class work.

Mr. ROBSION. Is that school run by a private individual?

Mr. WHITNEY. The Perryville school?

Mr. ROBSION. Yes.

Mr. WHITNEY. No, sir; it is run by the Federal board directly and operated from the central office.

Mr. ROBSION. How much do they pay—how much is the expense of that school?

Mr. WHITNEY. I do not know.

Mr. ROBSION. What advice did you give that Perryville man?

Mr. WHITNEY. I helped to lay out the plans for the shops and to plan some of the courses and advise in other ways in regard to what the men were to take.

Mr. ROBSION. What do they pay the teachers?

Mr. WHITNEY. The director of the school, I think, is paid $2,500; I do not know what they pay the teachers because the teachers came chiefly after I left, although I think there were three or four on the way when I did leave.

Mr. ROBSION. What information did you take from the Pittsburgh school to the Perryville school—what did you tell them?

Mr. WHITNEY. Why, the character of the academic work, the work in elementary subjects, the work in citizenship and, to a considerable extent, we got some ideas in regard to the character of the trades which were taught and the way in which they were taught.

Mr. ROBSION. When was that?

Mr. WHITNEY. That was about the last of January.

Mr. ROBSION. Of this year?

Mr. WHITNEY. About the 21st or 22d of January of this year.

Mr. ROBSION. The board has carried on this work for a long time and yet you had to leave New York and those schools up there teaching the same thing in order to get this information at Pittsburgh?

Mr. WHITNEY. Why, no; I think that information could have been secured from other schools but it was deemed advisable to have the man who was going to Perryville see the Allegheny school because it was a good school.

Mr. ROBSION. It was the biggest school that we had in the United States?

Mr. WHITNEY. Yes; and a most excellent school; one of the best, I think, sir, at least one of the best I have seen.

Mr. ROBSION. We have an invested capital there of $7,000 or $8,000 with 500 students.

Mr. WHITNEY. No; I think that is misrepresented.

Mr. ROBSION. Well, that is Mr. Boland's statement.

Mr. WHITNEY. Mr. Boland's statement is not correct.

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I feel quite sure he was not given a fair chance and that the representations were misrepresentations.

The CHAIRMAN. He had all the chance he wanted.

Mr. ROBSION. How is that?

Mr. WHITNEY. I think they were not correctly stated.

Mr. ROBSION. Were you here when Mr. Boland testified?

Mr. WHITNEY. I think I heard Mr. Boland's testimony yesterday.

Mr. ROBSION. Was he not asked to tell about it, and did he not tell all about it?

Mr. WHITNEY. He was not able to tell about it, I think.

Mr. ROBSION. He was not able to tell about it?

Mr. WHITNEY. No.

Mr. ROBSION. Well, then, do not accuse the committee of not giving him a chance if he does not have the ability. He runs the biggest school in the United States——

Mr. WHITNEY (interposing). I am quite sure I did not intend that; I do not want to leave that impression with you.

Mr. ROBSION. The committee gave him a chance to tell and asked him to tell over and over again.

Mr. WHITNEY. He had a chance; yes, sir.

Mr. ROBSION. The trouble with him apparently was that he could not give the information. Was not that the trouble with Mr. Boland! Do you not think this, Mr. Whitney, that Mr. Boland, having charge of more disabled soldiers than anyone else and having the biggest school, so far as vocational training is concerned, made a mighty poor showing yesterday?

Mr. WHITNEY. I think he did; yes, sir.

Mr. ROBSION. One to hear his testimony and to see him and his performances would not think that he was running the biggest school in the country for Uncle Sam successfully.

Mr. WHITNEY. Mr. Boland has been ill for the last two weeks, and he has been working very hard; he had just recovered from an illness when we visited Allegheny, and he was not in good condition then, but he showed an entirely different condition in his school than he did here yesterday; he did not do the school nor himself justice.

The CHAIRMAN. You are excused.

TESTIMONY OF CAPT. FREDERICK O. SMITH.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Give your full name.

Capt. SMITH. Frederick O. Smith.

The CHAIRMAN. Mr. Dallinger, will you examine the witness?

Mr. DALLINGER. Are you employed by the Vocational Board?

Capt. SMITH. Yes, sir.

Mr. DALLINGER. What were you doing before you were employed by the Federal board?

Capt. SMITH. I was discharged from the Army on April 6, 1918, and came with the board on April 7.

Mr. DALLINGER. What did you do before you went into the Army?

Capt. SMITH. I was assistant superintendent of schools in Bridgeport, Conn., in charge of industrial education.

Mr. DALLINGER. Are you a college man?

Capt. SMITH. No, sir.

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Mr. DALLINGER. A normal school graduate?
Capt. SMITH. No, sir.
Mr. DALLINGER. How old are you?
Capt. SMITH. Forty-seven.
Mr. DALLINGER. How long had you been superintendent of schools at Bridgeport?
Capt. SMITH. I had been in Bridgeport two years.
Mr. DALLINGER. Where had you been before that?
Capt. SMITH. I was in Passaic, N. J., five years.
Mr. DALLINGER. In the same position?
Capt. SMITH. Approximately the same, director of industrial education.
Mr. DALLINGER. When did you enter the service?
Capt. SMITH. I entered the service on June 29, 1918.
Mr. DALLINGER. With what outfit?
Capt. SMITH. In the Sanitary Corps, assigned to the Surgeon General's Office, Physical Reconstruction Division.
Mr. DALLINGER. Did you go across seas?
Capt. SMITH. No, sir.
Mr. DALLINGER. How long were you in the service?
Capt. SMITH. Ten months.
Mr. DALLINGER. When were you discharged?
Capt. SMITH. On April 6, 1918, or, I mean, 1919.
Mr. DALLINGER. In what capacity are you employed by the Federal board?
Capt. SMITH. Training officer.
Mr. DALLINGER. In what office?
Capt. SMITH. The central office.
Mr. DALLINGER. In Washington?
Capt. SMITH. Yes, sir; directly responsible to Mr. Hamilton, Superintendent of Advisement and Training.
Mr. DALLINGER. Are you here all the time or do you travel around the country?
Capt. SMITH. I travel considerably?
Mr. DALLINGER. Just what are your duties?
Capt. SMITH. My duties since last November have been those of working out a cooperative plan between the Public Health Service and the general board for training disabled men in the hospitals and private sanatoria wherever it is needed.
Mr. DALLINGER. Are you familiar with the work of the New York office?
Capt. SMITH. Very little, sir; I have visited, perhaps, the first seven offices, from one to seven, inclusive, at various intervals.
Mr. DALLINGER. With what particular phase of the work are you familiar?
Capt. SMITH. Well, as I say, since last November I have been directing all my energies on the Public Health Service problem, a cooperative plan, and I have a statement here which, if you will allow me to read it, will give you a line on just what my duties are.
Mr. DALLINGER. You have not had any direct dealings with disabled soldiers?
Capt. SMITH. No, sir; not directly.
Mr. DALLINGER. They have never applied to you directly and you have never advised them directly?

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Capt. SMITH. No, sir.

Mr. DALLINGER. In other words, your work with the board has been more of an administrative nature?

Capt. SMITH. Yes, sir. The only advice I gave to disabled soldiers was when I was in the Army; that is, in the reconstruction division.

Mr. DALLINGER. How long did you carry on that work?

Capt. SMITH. I was in that work for 10 months.

Mr. DALLINGER. Where did you do that work?

Capt. SMITH. I started in before I had my commission at Fort McHenry, Baltimore, on the 14th of May or the 15th of May; I went from there on July 9 to the Surgeon General's office for two weeks, and from there I was assigned to Fort McPherson, Ga., where I stayed for eight months, and during that entire time I was connected with the reconstruction division, planning rehabilitation problems or trying to work them out.

Mr. DALLINGER. That is, the physical construction of the men while in the hospitals?

Capt. SMITH. Yes, sir.

Mr. DALLINGER. The reconstruction of wounded men?

Capt. SMITH. Yes, sir.

Mr. DALLINGER. The reconstruction of men coming from overseas and who went to this place in Georgia?

Capt. SMITH. Yes, sir.

Mr. DALLINGER. If you want to read your statement you may do so.

Capt. SMITH. The Federal board, upon the realization of the size of the problem of training tuberculous ex-service men, turned to Mr. T. B. Kidner and Dr. H. A. Pattison, both of whom are now with the National Tuberculosis Association—I might stop right here and say that our greatest problem is with the tuberculous men at the present time—as being persons able to work out a cooperative plan between the Public Health Service, the War Risk Insurance Bureau, and the Federal board. Their efforts resulted in a conference between the Federal board and the United States Public Health Service, and definite plans were formulated. This conference was followed immediately by a letter from the Surgeon General of the Public Health Service setting forth the kinds of training which might be undertaken by patients in hospitals, namely, occupational therapy, prevocational training, and vocational training. It also specified the duties to be assumed by the Public Health Service and the Federal board.

When Messrs. Kidner and Pattison left the service of the board, the supervision of arrangements for training the tuberculous was turned over to the superintendent of advisement and training. With the approval of the chief of the division, he secured the appointment of a committee including representatives of both services to establish systematic cooperation in training men not yet discharged from hospitals or sanatoria.

From this time on, a series of communications passed between the above-named organizations, and conferences were held until definite requests were made by the Federal board for admission into hospitals for the purpose of organizing training centers whereby patients, especially those who are ambulatory, could receive the benefits of the

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rehabilitation act. These requests were responsible for the forming of a definite cooperative policy as is now shown in Public Health Service circulars 25, 38, and 41, issued by the hospital section of the Public Health Service, and these documents constitute the present working agreement between the Public Health Service and the Federal board.

From the original plan of organizing training centers in Public Health Service hospitals has developed four classes of training centers, which necessity has brought to the attention of the Federal board. They are as follows:

(*a*) Public Health Service hospitals where the nature of the cases demands the board's attention and the numbers are sufficient to justify a personnel.
(*b*) All private sanatoria where there are over 30 ex-service men as patients.
(*c*) Tuberculosis communities where there are a sufficient number of ex-service men in boarding houses, hospitals, or sanatoria.
(*d*) National Soldiers' Homes, where a sufficient number of quiescent and arrested tuberculosis cases are to be found and who are eligible under the rehabilitation act.

The plan, as being carried out in group (*a*) in Public Health Service hospitals is very clear-cut and definite; that is, the Public Health Service cares for all occupational therapy work for bed and semiambulatory patients, the Federal board arranging all educational and vocational work for ambulatory patients; in other words, a patient able to go to classroom or shop, and able to be on "pass status" is considered by the board. The Federal board personnel in Public Health Service hospitals is guided by circulars 25 and 41, which allow us to place 1 teacher for every 20 patients taking work. These teachers, where it is convenient, are given quarters at the hospital, but not subsistence, only to such extent as they may reimburse the Public Health Service out of their salary. These teachers are directed by one whom we designate as an educational director, and who, in turn, is responsible for the working out of his or her problems through a series of educational directors' orders, issued by the superintendent of advisement and training, and attached hereto.

In order to operate these training centers with as little delay as possible, the standing committee has granted an allotment of $5,000 to each hospital to be distributed in amounts of such denomination as the size of the hospital may demand. This $5,000, or such portion thereof as is needed, is for the initial expense for furniture, stationery, stationery supplies, tools and equipment, but as the work develops, it is becoming more apparent that, in each of the districts, one of these training centers must be established on a real vocational basis, especially now that it has been ruled by the board instructions 116, that all arrested cases of tuberculosis are to be considered as major handicaps when discharged from hospitals. Therefore the real purpose of this training being given during the hospital stay is for two purposes:

(1) The purpose of not only furnishing elementary education and prevocational training, but to stimulate the patient so that upon his discharge, he is ready and anxious to enter definite vocational training.

(2) Whenever possible, this training to assume a definite vocational aspect, thereby saving months of training to the patient which otherwise would be lost.

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The spirit of cooperation between the Public Health Service headquarters in Washington, the medical officers in charge of these hospitals has been excellent. The method of meeting direct problems pertaining to cooperation and organization are handled through a committee, previously mentioned, composed of three members of the Public Health Service—Dr. Robert D. Maddox, Dr. F. C. Smith, and Dr. W. L. Treadway, and three members of the Federal board staff—F. O. Smith, Charles H. Taylor, and Col. H. M. Evans. This committee does not meet at any regularly stated intervals, but upon a request made of the chairman by either the Public Health Service or the Federal board subcommittee.

The training section of the board is now using the services of five field agents who are making the first approaches and surveys, and, if necessary, stay at the hospital or sanatorium and organize the work in such a way that a permanent educational director can be established.

These men are especially qualified through training and Federal board experience for this work. The permanent educational director usually is not as able a man, owing to the fact that the salary limitations keep the board from hiring a sufficient number of the type of men that the work really demands.

The following is a list of Public Health Service hospitals where training has been started and educational directors have been placed:

Perryville, Md., Burt W. Loomis, educational director, reported there February 9, 1920.

Grenville, S. C., Hampden Wilson, educational director, reported there January 8, 1920.

New Haven, Conn., J. B. Scott, educational director (later relieved by A. H. Emily), reported there March 29, 1920.

Alexandria, La., W. H. Whitney, educational director, reported there March 20, 1920.

Biltmore, N. C., James Y. LeGette, educational director, reported there April 19, 1920.

East Norfolk, Mass., C. F. Malmberg, educational director, reported there May 10, 1920.

Whipple Barracks, W. A. Burk, educational director, C. O. agent now acting.

Markleton, Pa., Miss Margaret A. Kilroy, educational director, reporting May 13, 1920.

The numbers in training at the time of our last report in these hospitals were given by the Chief of the Rehabilitation Division in his testimony, as given on page 1173, "Hearings before the Committee on Education," part 19. These numbers, of course, are continually increasing, as, for instance, upon my recent visit to Greenville, S. C., I found 147 instead of 127 students.

In the case of private sanatoria, Group B, the Federal board's working plan is exactly the same as outlined for Public Health Service hospitals, except that our educational directors will have to do more or less teaching, as their problem will be a much smaller one. While trying to find out the number of private sanitoria where the Bureau of War Risk Insurance had over 30 ex-service men in training, we found that the number of approaches would be over 79, and am unable at this time to submit a complete list of names, as it was impossible for them to give it. We are now seeking this information through the aid of our district offices from the district supervisors of the Public Health Service, but up to the present time

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we have established training centers in some of the following, surveyed some, and held conferences on others:

Davidson County Tuberculosis Hospital, Nashville, Tenn., Miss Clara L. Doocy, educational director.
Catawba Sanatorium, Virginia, Miss Florence A. Egan, educational director.
Healthwin Tuberculosis Sanatorium, South Bend, Ind., Miss Anna S. Matthews, educational director (now on her way there).
Oak Forest Sanatorium, Chicago, Ill.
Palmer Tuberculosis Sanatorium, Springfield, Ill.
Boehne Camp, Evansville, Ind.
King's Daughters Hospital.
Meridian, Miss.
Kirkville, Tex.

The community problem, Group C, presents another and very important problem which we are meeting at El Paso, Tex., Sanatorium, North Carolina, Saranac Lake, N. Y., and only to-day has similar need been pointed out to us at Colorado Springs, and it is presumed that several more such communities will be found. In these communities we organize one central training center, and if the patients are scattered we further provide daily transportation for groups.

In Rutland, Mass., the Sanatorium Association is operating a school, and Federal board students are taught there. The National Soldiers' Home, Group D, presents an opportunity which is going to be one of the most-needed opportunities for the quiescent or arrested tuberculous ex-service patient. These homes make possible the assembling of a group of men who otherwise, upon their release from Public Health Service hospitals, would go out and in many cases break down while in training, because it would not be possible for them to receive daily advice and attention, but at these homes the men would get this attention and would at the same time be hardened through graduated exercise and vocational work, thereby being able to immediately continue training as section 2 men upon being transferred from the home.

In order to visualize the future of this training-center problem in hospitals and private sanatoria, it may be well to submit some of the information that bears directly on this problem, and refer to the sources from which we get this information.

On page 34, House of Representatives Document 481, is found a tabulation headed "Estimated total for specific classes of diseases for the men discharged for disability, 1917, 1918, 1919." In this table we find the total number to be 28,190, or 9 per cent of the total. Further along in this same document is the chart which was compiled by the medical section of the Bureau of War Risk Insurance, showing when the greatest number of tuberculosis patients will be reached. This chart shows that in 1924 there will be approximately 50,000 cases.

In order that the Federal board may know the distribution of tuberculosis cases among these districts, certain information has been sought and reports received from districts Nos. 1, 4, 5, 7, 10, 11, 12, and 14, while in the other districts this information is being worked out. Until such information can definitely be obtained the Federal board will not be able to tell exactly its load on the tuberculosis cases, but the medical section of the Federal board is basing its supposition that there will be 37,670 cases on figures derived from Army discharge, which shows that 7.16 per cent of the men discharged by camp sur-

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geons were tuberculosis cases, while 8.61 per cent was the percentage of tuberculosis cases discharged from the Army. You can see from these figures that while many of the men who have had tuberculosis may be arrested, and taking training, or not desiring it, there still remain in Public Health Service hospitals—which are designated as tuberculosis hospitals—3,161 men, as per Public Health Service hospital report of May 1, and about an equal number in other sanatoria.

It must be remembered that these men will have a range of hospital residence from a few months to a year or more. Hence the Federal board's acknowledgment of their obligations regarding the training of these men, and the issuing of instructions 116 shows their desire to fulfill this obligation.

Mr. DALLINGER. Have you any suggestion to make to the committee, or do you consider there is legislation enough to enable the Federal board to continue to care for the tubercular cases?

Capt. SMITH. We can handle this work very nicely, provided we can get the right type of men to put into these hospitals as directors. I am in charge of that work, and it puzzles one. For instance, there are 52 Public Health Service hospitals to-day aside from the 79 private sanatoria.

Mr. DALLINGER. All under your jurisdiction?

Capt. SMITH. They are directly under the charge of Mr. Hamilton, who is the superintendent of advisement and training. I am simply his agent in this matter.

Mr. DALLINGER. You have no medical degree?

Capt. SMITH. No, sir; my training has been in the industrial education line. I have worked out apprentice schemes for industries, as well as for boards of education. I am a graduate of one of the older technical high schools.

Mr. DALLINGER. Which one?

Capt. SMITH. The Rindge Technical School, of Cambridge, Mass., where I graduated in 1892.

Mr. DALLINGER. You were one of Harry Ellis's boys.

Capt. SMITH. One of Harry Ellis's old boys. From that time on, with the exception of a year, when I was with the Blake-Knowles Steam Pump Works, in East Cambridge, Mass., I have been in industrial educational work.

Mr. DALLINGER. The only suggestion you would make would be in regard to the salary limitation?

Capt. SMITH. If we could adjust that salary-limitation problem, we could go out and get the men. To my mind, the great problem, or our only difficulty in this whole hospital problem, is being able to get the right kind of men to handle the situation. That is why, for instance, to-day we are making our first approaches and surveys by a limited number of men, or five men, of which number Mr. Whitney here is one of my aids in the work.

Mr. DALLINGER. I do not think I asked you what was your rank.

Capt. SMITH. A captain in the Sanitary Corps.

Mr. DALLINGER. What is your salary?

Capt. SMITH. Three thousand six hundred dollars.

Mr. DALLINGER. What is the largest amount of salary you are authorized to pay to any of those men in the hospitals?

Capt. SMITH. The Vocational Director's salary at the present time is about $2,400.

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Mr. DALLINGER. The same as these advisers and trainers receive?

Capt. SMITH. Yes, sir.

Mr. DALLINGER. What do you think would be the amount that would command the right kind of man for this work?

Capt. SMITH. I think that at several of the larger ones, as, for instance, Greeneville, S. C., Alexandria, La., and the Johnson City Soldiers' Home, we will have to pay $3,000 to get the right kind of man to handle the situation. It is simply a good, fair business proposition.

Mr. DALLINGER. You think that if you are authorized to pay $3,000, you could get men to take care of this problem?

Capt. SMITH. Yes, sir; if we could pay $3,000 for the directorship in a hospital, we ought to get them.

Mr. DALLINGER. That would include their food?

Capt. SMITH. No, sir; they have quarters given them provided they are available. In most cases they are available, but in some cases they are crowded and it is impossible to furnish them quarters. In those cases they must go out in the city and hire rooms.

Mr. DALLINGER. Ordinarily, that would mean $3,000, plus quarters?

Capt. SMITH. Plus quarters; yes, sir.

Mr. DALLINGER. But not their food?

Capt. SMITH. No subsistence; no, sir. We are planning in the private sanatoria to use some of the best women we have in training now for that work. That is the lighter problem. In the larger hospitals we will require men who have a mechanical turn of mind, in order to do the work right.

The CHAIRMAN. Captain, I wanted to ask you about Perryville.

Capt. SMITH. Yes, sir.

The CHAIRMAN. We have a large number of houses over there owned by the Government.

Capt. SMITH. Yes, sir.

The CHAIRMAN. What are they doing with them?

Capt. SMITH. I suppose that probably is a Public Health Service problem, and, perhaps, I can not answer the question, because I do not understand it.

The CHAIRMAN. I do not. We had it up some time ago in Congress. The Public Health Service people, I think, wanted to take it over, and I am not sure but what it has been taken over. It is an entire town.

Capt. SMITH. Yes, sir; it is a community. I have been there several times.

The CHAIRMAN. The question was purely for information, without regard to this investigation.

Mr. WHITNEY. I might answer that: Of the cottages out there, there are 200, with the exception of 14 unfinished cottages, that are rented—some to the Public Health Service people and others to employees who serve the Pennsylvania line there and the Baltimore & Ohio line, and other nearby employees; so that we do actually get rent for those buildings.

The CHAIRMAN. They are still Government property?

Mr. WHITNEY. Yes, sir; and the rents are paid as they would be to any private corporation.

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The CHAIRMAN. I have one more question: You spoke of the figures of 37,000; does that mean that there would be that many cases of tuberculosis?

Capt. SMITH. Yes, sir. The War Risk Insurance Bureau in this document, which I have in my pocket, have made a chart in which they estimate that in 1922 there will be 49,000 and something over. I say approximately 50,000 to abbreviate it. We will have to care for them, and the Federal board will be responsible for them. Of course, some of them will never go into training, but the majority of them will come in at some time or other. I have been in many Public Health Service hospitals for this work, and they are taking care of them nicely, and I think that they will become quiescent, or arrested to a great degree.

The CHAIRMAN. That is one of the by-products of war?

Capt. SMITH. Yes, sir; and a big one.

The CHAIRMAN. It is wonderfully serious.

Capt. SMITH. It is one on which we are trying to put all of the attention and energy we have.

The CHAIRMAN. I am very much obliged to you for the preparation of that paper. You have given a body of information there that is valuable for this record, and you have put it into a form in which I am glad to have it.

(Thereupon, at 5.15 o'clock p. m., the committee adjourned until tomorrow, Friday, May 14, 1920, at 10 o'clock a. m.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Friday, May 14, 1920.

The committee met at 10 o'clock a. m., Hon. Simeon D. Fess (chairman) presiding.

The CHAIRMAN. Dr. Quick, will you please take the witness stand?

TESTIMONY OF MR. WALTER J. QUICK, OF THE FEDERAL BOARD FOR VOCATIONAL EDUCATION, WASHINGTON, D. C.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Doctor, give your full name and address.

Mr. QUICK. Walter J. Quick; I am located here in Washington, although my home is in Roanoke, Va.

The CHAIRMAN. What is your position just now, Doctor?

Mr. QUICK. I am with the Federal Board for Vocational Education.

The CHAIRMAN. What position do you occupy?

Mr. QUICK. Training officer for agricultural education for the United States.

The CHAIRMAN. Training officer?

Mr. QUICK. Yes, sir.

The CHAIRMAN. What is your rank?

Mr. QUICK. Well, I hardly know what the rank is.

The CHAIRMAN. I mean are you at the head of the work?

Mr. QUICK. I am at the head of the agricultural work in the training section.

The CHAIRMAN. How long have you been with the board?

Mr. QUICK. It will be two years in October. I was engaged by the board in October, 1918.

The CHAIRMAN. Have you held this one position during the time you have been with the board?

Mr. QUICK. No, sir. I was first with the board in its research division as a special representative.

The CHAIRMAN. You were under Mr. Winslow?

Mr. QUICK. Under Mr. Winslow.

The CHAIRMAN. You went into that work when you first came?

Mr. QUICK. Yes, sir; I was engaged in October, 1918.

The CHAIRMAN. How long have you been at the head of the agricultural training work?

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Mr. QUICK. Since the 26th of July. I believe my predecessor, Dr. E. L. Holton, resigned the 26th of July, 1919.

The CHAIRMAN. What had you been doing before you came with the board?

Mr. QUICK. I had been connected with the Virginia Polytechnic Institute as dean and professor of animal husbandry, and for the last few years had been general manager of the Virginia Immigration Bureau, a State incorporation.

The CHAIRMAN. Where is the Virginia institute?

Mr. QUICK. The Virginia Polytechnic Institute is the State agricultural college at Blacksburg, Va.

The CHAIRMAN. What is your salary now, Doctor?

Mr. QUICK. $3,500.

The CHAIRMAN. What was it before you came to the board?

Mr. QUICK. When I first came with the board it was $3,000, and the salary in the position I was holding was $3,000, the same that the board paid.

The CHAIRMAN. Where were you educated, Doctor?

Mr. QUICK. My first education was in Indiana, common school and high school at Columbus, bachelor of science degree, master of science degree, Purdue University, Lafayette, Ind.; doctor of philosophy from Germany, Halle-Wittenberg.

The CHAIRMAN. That means you were a graduate of Purdue?

Mr. QUICK. Yes, sir; B. S. and M. S., both.

The CHAIRMAN. How many people have you been able to put in agricultural training?

Mr. QUICK. The question you ask hardly applies to me. I am not on the case board, do not put the men in training, but supervise, direct and organize their training after they are approved for agriculture.

The CHAIRMAN. Do you know how many men have been placed in agricultural training?

Mr. QUICK. Yes, sir; about 4,000, not taking into consideration those who are doing prevocation work. It is very necessary on account of their very low elementary grade, particularly of agricultural men, that they do prevocational work preparatory to taking the training in agriculture.

The CHAIRMAN. What proportion would that be of the 4,000?

Mr. QUICK. I should think about one-fourth or something like one-fourth; 25 per cent, I should think.

The CHAIRMAN. How long is the average course in agriculture under your supervision?

Mr. QUICK. That question could hardly be answered. The men approved for a year take the course provided, that is, for a year's length. After studying the proposition very thoroughly in a number of States, we found preparation absolutely necessary. I recommended a guidance school in prevocational common branches, supplemented by elementary agriculture or horticulture leading into the agricultural unit one year courses, which I also use as a substitute or a stepping stone rather, to supplement the work until they go into the two-year course, if entitled to more than a one-year course.

The CHAIRMAN. Have you any limit as to how long this preparatory course is to be continued?

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Mr. QUICK. No, sir. We were formerly compelled to finish their preparatory course in 60 days, the law providing that there should be 50 per cent practical along with related subjects. By this new scheme that I introduced last fall, we give them practical of the same amount that we give them the theoretical, and the length of time that a man is kept in this prevocational work must depend and can depend, under these arrangements, upon the time that is necessary, that is depending upon the preparation or lack of preparation of the man.

The CHAIRMAN. That calls up two interesting angles, one is whether that is workable or not, to require 50 per cent to be practical work. Have you found that workable?

Mr. QUICK. Yes, sir; we have found it workable in 22 State institutions.

The CHAIRMAN. That would be a good test.

Mr. QUICK. Yes, sir; we have had reports from 22 institutions speaking very highly of the work.

The CHAIRMAN. Before the law was written, there had been some experience in places like Cincinnati, for example, in part-time work.

Mr. QUICK. Yes.

The CHAIRMAN. And I think that has been introduced in New York and in a great many places, but those who were interested in this bill were not sure whether it would be practicable to make it 50 per cent practical work and 50 per cent theoretical, or just how to draw the line. It was rather arbitrary, and up to this moment I have not heard any one say whether that provision was practicable or not.

Mr. QUICK. It is very practicable in agriculture. It enables the man, whether he is approved for one or more years, to reach whatever grade he desires to make or whatever course he desires to take, whether it is one year or two years, or a collegiate four-year course, and we have some very interesting cases of men who entered an institution of advanced learning by making his mark and who are carrying on, and will have approval to carry on to the completion of a four-year course and a B. S. degree in a State agricultural college.

The CHAIRMAN. Taking in the prevocational and also the vocational, is there any limit as to the time a man can be under training; that is, any limit in years.

Mr. QUICK. There is no limit if a man's disability is such as to give him sufficient extension to go on in the work.

The CHAIRMAN. There was some testimony here about denying to a man the teaching of English. I think that was to this effect, however, that English was not to be regarded as prevocational and therefore could not be looked upon as vocational at all. What have you to say about that?

Mr. QUICK. I have this to say, that we must first of all recognize that general education is a necessary foundation to specialized vocational education, if we would train the man to his best advantage. If a man is an illiterate, either from the standpoint of native illiteracy or because he is a foreigner and does not know the English language, in either case if he is to receive instruction intelligently, he must know the English language. As in the mechanical trades and industry the man is given shop English and shop mathematics,

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so we give the man vocational English, from an agricultural standpoint, or horticultural, if he is going to take that particular line of agriculture, and we give him farm-business arithmetic or from arithmetic or agricultural arithmetic, on which subjects we have a half dozen or more excellent texts.

The CHAIRMAN. So you do then give English?

Mr. QUICK. We certainly do. It is very necessary. The man must acquire a vocabulary or in other words, working words, so that he may acquire the instruction and be able to carry out the instruction.

The CHAIRMAN. Dr. Quick, suppose a man should come to you who is not preparing for any particular vocation, but wants a general education, would the law permit you to give him a general education?

Mr. QUICK. I think not.

The CHAIRMAN. I think that is the differentiation that was made the other day.

Mr. QUICK. This matter may be very well illustrated by a receiving station at the Massachusetts Agricultural College, at which point we put on the guidance school and the agricultural unit courses first, as a try out for the whole United States. This was done after my preparation of what we term "Miscellaneous 185," covering these subjects or any subject pertaining to agriculture, and, in fact, all subjects. This work was put on in the Massachusetts Agricultural College, and we found there 87 men in the receiving station, 57 of whom were of very low elementary grade, and, as I recall, there were 17 illiterates, 11 of whom were foreigners. I tested those men out myself and found many of them could not understand me nor could I understand them. Men had been sent to this receiving station, notwithstanding it was an agricultural college, for the purpose of trying them out to ascertain what would be the best course for them to take training. As a matter of fact, after they had learned of the work and had been given the vocational English and mathematics from an agricultural standpoint, seven men that I have notes of took agriculture who had not intended doing so, but they had had experience in agriculture, and their past experience led them to believe and led us to believe they could accomplish more in that line. Besides, some of these men either had places of their own or their fathers had.

The CHAIRMAN. I see that you make a liberal interpretation of the law. You construe the law liberally in this respect, that if there is a vocation that this man wants to enter upon, and he is not capable of doing it until he takes some work in English or some prevocational work, the end justifies the means. He can not take this unless he takes the other, and therefore you enter him to take the prevocational work.

Mr. QUICK. Only this, Mr. Chairman, the man is not entitled to take prevocational education but 60 days. At the end of 60 days we must introduce some practical work, fifty-fifty, and we must decide by that time what course the man is going to take. Then, if he is going to take agriculture or horticulture, we give him elementary agriculture or horticulture by means of interesting talks and charts and maps and models, and by taking him to the barns and greenhouses and the dairies.

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The CHAIRMAN. Is it a fast rule that 60 days is the limit?
Mr. QUICK. That has been a fast rule; yes, sir.
The CHAIRMAN. Is that the law, or a regulation?
Mr. QUICK. I am inclined to think it is a regulation.
The CHAIRMAN. I am, too. I do not think that is in the law.
Mr. QUICK. But it has been worked out by our codifier as an interpretation of the law.
The CHAIRMAN. If you have a hard-and-fast rule that no one can go into prevocational work but 60 days until he takes up some practical work, I was going to ask whether that might not work an inconvenience or an injury.
Mr. QUICK. I think it might; in fact, I recommended that that time be extended to four months in certain cases of illiteracy.
The CHAIRMAN. I think that is under the freedom of the board, because I do not remember that there is anything in the law limiting the time.
Mr. QUICK. Yes.
The CHAIRMAN. Doctor, what is your judgment of the value of the work? Is it justified?
Mr. QUICK. Yes, sir: I certainly think it is. I think it is a grand work and so well justified that it ought to be carried to all disabled.
The CHAIRMAN. Have you any examples that might be given to the committee that have already proved their value or have you been in it long enough to testify about that.
Mr. QUICK. Yes, sir; I think we have been in it long enough, and we have found many cases among those who have been placed and are being placed in agricultural positions and who have gone back to their own or to their fathers' farms.
The CHAIRMAN. Do these men go to the farms largely upon their own option or through the influence of yourself or of the board?
Mr. QUICK. Did you mean to say go to the farm?
The CHAIRMAN. Yes.
Mr. QUICK. You mean take agricultural training?
The CHAIRMAN. Yes.
Mr. QUICK. Yes, sir; it is largely through their own initiative; many will not take anything else.
The CHAIRMAN. Do you find any opposition from any associations or interests against their going to the farm?
Mr. QUICK. Not at present. We formerly had opposition right in our own ranks.
The CHAIRMAN. Could you tell whether those who go into agriculture are those who come from that particular line or are there any who were not on the farm but are going to the farm?
Mr. QUICK. They are almost entirely from those who come from the ranks of the farm, who have had their early training or had spent their youth on the farm; but there are exceptions. There are many seeking agriculture who never had any experience.
The CHAIRMAN. I am asking that because there has been the general statement here, and I wondered whether you could reinforce it or not, that men went into the Army, got a taste of a different kind of life, returned, and are not inclined to go back to what they had come from, whether it be the farm or whether it be school teaching or what not. Have you any opinion on that based upon what you have observed?

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Mr. QUICK. I have had considerable opportunity of studying particularly those who have gone to the farm or the garden, animal husbandry, or some other line of agriculture, who received their ideas for it in France. We have hundreds of men taking gardening, small fruits, horticulture generally, or orcharding, because they got their idea in France and in Belgium, and especially is that true in relation to gardening. I called attention to that in my monograph on farm gardening No. 44, which I prepared and which was published.

The CHAIRMAN. Is that monograph extensive?

Mr. QUICK. I think it has about 40 pages. That is my recollection.

The CHAIRMAN. I personally am convinced that the farm problem is coming to be serious, and if the drift is away from the farm, as I think it is, some agencies ought to be put into action to turn that drift the other way.

Mr. QUICK. I agree with you and I think this is a splendid opportunity.

The CHAIRMAN. Now, as to the office work here, Doctor, what has been the general attitude toward the boy who wants to go into some particular line of agricultural work. Who decides?

Mr. QUICK. The boy himself and the advising officer.

The CHAIRMAN. How much latitude do you give to the boy?

Mr. QUICK. Well, in some districts they give a good deal. In others the boy is influenced, I think, quite largely into the ideas of the adviser. A great deal depends upon the man who is across the table from the boy.

The CHAIRMAN. That goes without saying.

Mr. QUICK. Yes, sir.

The CHAIRMAN. Boys may group together and want to do a thing they are not fitted for because some other person has succeeded.

Mr. QUICK. Or failed.

The CHAIRMAN. Yes. I have three boys of my own and I have had some experience where they wanted to do one thing this morning and to-morrow morning they will want to do something else.

Mr. QUICK. I understand that fully, because I have three boys of my own.

Mr. TOWNER. Doctor, referring to the question of prevocational training for illiterates and foreigners who do not speak the English language, I presume, as you say, a 60-day period might be insufficient in some cases in order effectively to enter the man for training. That was your statement, I believe, was it not?

Mr. QUICK. Yes, sir; although we have modified that in the agricultural work.

Mr. TOWNER. I understand, but you say that is insufficient in some cases.

Mr. QUICK. Yes, sir; but we have made it sufficient is what I meant to say, Judge.

Mr. TOWNER. You have made it sufficient?

Mr. QUICK. We have made it sufficient by the introduction of this new system.

Mr. TOWNER. I wanted to have you explain that matter just a little further. For instance, I can understand how the foreigner who did not understand English at all, or very slightly, could be set to do some particular task even without a knowledge of English.

Mr. QUICK. Yes.

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Mr. TOWNER. That might really be a part of his vocational training; in other words, some task that did not require very much exercise of intelligence or judgment or discretion, and in which direction was not needed particularly. That you could do almost at the start, could you not?

Mr. QUICK. Yes, sir.

Mr. TOWNER. And from time to time adding to his tasks those which he could understand.

Mr. QUICK. Yes. We take these boys if they are absolutely illiterate and teach them the English language, Americanization, and arithmetic for 60 days. In the meantime we allow these boys to sit in with the native illiterates and practically illiterate men as they are given instruction by these plain talks, which are illustrated and are given right on the ground in the dairy or elsewhere, as I have mentioned, probably in the plant-propagating house or in the greenhouses or in the barns or piggeries and various places, so that, as you say, they see just how the work is done, and they take hold and assist in doing that work. Now, when they have passed 60 days we carry them on with still more of this practical work, maybe three months or four months. By that time they are able to read more or less and they are able to understand and have acquired a number of the words necessary to the work; then we put them into the unit courses, which begin the first of any month in the whole 12 months of the year. If the man is entitled to only a year's training, he finishes that unit system in one year. He will need an extension to cover the time of his preparation two or three or four months, and while he is doing this unit agricultural work he is also carrying on in his common branches clear through the year, so that when the man has finished the unit courses in agriculture he has been given additional education because of the common branches that have been carried along vocationally with the practical work in agriculture.

If the man is entitled to two years' training, just as soon as he is able to enter a year or a term the unit work is stopped. It has served its purpose as a stepping-stone and an intermediary between the vocational preparation and the two-year course, whether it is Smith-Hughes for two years or whether it is a two-year course of a college or a subcollege course, as many of the agricultural colleges call their courses. They call them subcollege courses. They are two-year courses in nearly every instance. These colleges have now arranged so that a man, for example, who has a major amputation or was shot, as was a man I have in mind, through both hips, and he has the equivalent of a major amputation and is entitled to four years' training, may have credits for his work in the subcollege courses, those two-year courses. He then carries on and takes up his four-year course. He may not have training extension to finish that course, but he takes it with that understanding. If his extension should be granted or if the law is so liberalized after awhile that he may finish that work or because his disability continues, the man will be given that opportunity.

Mr. TOWNER. I think we appreciate your statement, and so far as we are able to judge, speaking for myself, it seems as if you had worked out an admirable program. I can hardly understand, I confess, admitting the fact that we have absolute illiterates among our native born and foreigners who have been wounded and disabled in

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our service who can not speak English at all. I can not understand how there could be any question about their right to whatever prevocational teaching in English might be necessary in order that they might understand their work. That certainly is a part of their work?

Mr. QUICK. That is my view of it.

Mr. TOWNER. And it is borne out by some very significant facts. In the first place, the examination of the young men for service, etc., between the ages of 21 and 31 brought out the fact that nearly 25 per cent—24 and a fraction per cent—of them were unable to read even the written orders that were posted in the camps. They were unable to read the signs and the danger warnings and the directions that were posted up about the camps. They were, of course, unable intelligently to perform their duties as soldiers; and although at the first a few of them were sent over to France, it soon became wisdom on the part of the administration here to send them to training camps, where they were taught to read and write as little boys and girls in school before they could be fitted for soldiers. Certainly, if it was necessary to have this prevocational training for the soldier, it is necessary to have it for their preparation for entrance into industry. Again, the statistics show that in industrial accidents a very large proportion of them are caused simply because of a lack of knowledge by foreigners, or because of the illiteracy of men who do not understand the English language and therefore can not understand the directions that are given.

Take a hundred men working in a factory—they tell me that if there is one who can not understand the language, or two or three or a dozen, and yet the directions are given in the form of a lecture or something of that kind, these men or women will never make known the fact that they do not understand, because that calls attention to their disability and brings upon themselves reproach and shame; and therefore they go into the work ignorant of the directions that may be vital for their own safety, and that accounts for a large proportion of those who are injured or even killed. The superintendent of mines states that more than half of the accidents that occur in the mines are occasioned because of the illiteracy or the lack of understanding of English by those who are working in the mines. It is not only a great work that you are doing here in the preparation of these boys, but it is a great work that should be undertaken all over the United States and performed for everybody, as you yourself suggested, Doctor. I was very glad, indeed, to have you state that you were satisfied that those who are taking this training are themselves satisfied with it and interested in it. Of course, there are exceptions to that, I presume?

Mr. QUICK. There are exceptions; yes, sir, unquestionably; but the exceptions are much in the minority. I just visited the Virginia Agricultural College, with which I was formerly connected as dean and professor of animal husbandry, and it is amazing the number of men there who are wanting to change to agriculture. I find that at the Virginia Agricultural College 40 per cent of the men are below a grade that would admit them either to college or to subcollege. The subcollege courses, the two-year courses, require a man to have completed the eighth grade.

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As a matter of fact, however, the institutions—and I have visited 45 States since I have been in the work—are admitting men who are good, bright, seventh-grade men because of the fact that they are developed men, men of mature brains, adults who understand what they are there for, that the opportunity is theirs now, and that it does not exist or will not exist very long. I find in the West Virginia Agricultural College about the largest percentage of men under the seventh grade, which is 55 per cent. In the Maryland College I find 38 per cent. I mentioned these because they are the last institutions I visited and are in district No. 4.

Mr. TOWNER. Miss Ensor calls the attention of the Chairman to this statement from the annual report of the Secretary of the Interior for the year 1919:

> Twenty-five per cent of the 1,600,000 who were between 21 and 31 years of age, who were first drafted into our Army, could not read or write our language, and tens of thousands could not speak it or understand it.

Doctor, what difficulty, if any, do you have in securing properly qualified teachers for this work?

Mr. QUICK. We have had very great difficulty and are having trouble now in getting enough teachers; in fact, we are in need of about 100 teachers at the present time who are informed on agriculture.

Mr. TOWNER. Where do you obtain your best teachers, Doctor?

Mr. QUICK. I could hardly answer that because we find them everywhere.

Mr. TOWNER. Well, in a general way—from among the graduates of the agricultural colleges?

Mr. QUICK. Not altogether. The Smith-Hughes graduates, and those who have been taking teacher training when they are people who have passed their youths on the farm and have had the early experience of farm life, we are finding to be among our very best teachers, even the ladies. To illustrate, we found in our own offices doing clerical work a man by the name of Storey and his wife. She had taught agriculture six years and he had taught it four years, both had attended an agricultural college. They are doing excellent work now for us in the teaching field.

Mr. TOWNER. What is the ground of the difficulty in obtaining teachers? Has the salary anything to do with it?

Mr. QUICK. It has all to do with it. We can not secure them for the price. At the Massachusetts Agricultural College, a college that is on the budget system, the Federal board, on introducing this guidance school and agricultural unit system, had to supply the teachers, and we had great difficulty in securing them.

Mr. TOWNER. What do you pay?

Mr. QUICK. We pay from $1,800 to $2,400.

Mr. TOWNER. What ought to be the maximum?

Mr. QUICK. Probably for teachers not to exceed $2,400 or $2,500; that is, for these elementary teachers.

Mr. TOWNER. The board can pay that now, can they not?

Mr. QUICK. We have not felt that we have been able to pay that. We have not paid that except in a few cases.

Mr. TOWNER. With the present appropriations you will be able to do that, will you not, Doctor?

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Mr. QUICK. I rather think it is the belief now, that we will be able to do that.

Mr. TOWNER. With an appropriation of $90,000,000 for this next fiscal year, I think you ought to be able to do that.

Mr. QUICK. Yes, sir; that ought to relieve the situation.

Mr. TOWNER. Of course, we do not know whether the limitations will be taken from the bill or not, but even if the limitations are not removed from the bill so as to allow you to pay salaries up to $2,500——

Mr. QUICK. While the salary has been the big end of it, we have also had the difficulty of securing people suitable for the teaching and we have had to take people on half time, men who are doing graduate work or ladies who have had experience in teaching, and who are the wives of professors and people of that sort, where we could get them half time.

Mr. TOWNER. My experience and what I have learned regarding the work of language and literacy teaching is that women do a great deal better and more effective work than the men; is that your experience, Doctor?

Mr. QUICK. That is very true. That is my experience.

Mr. TOWNER. I want to say that I think this is one of the most important branches of this work of rehabilitation, not only because of the fact that it brings the soldier into very interesting work and work very much needed, but it is health-giving and takes the mind and attention away from any morbid introspection or constantly thinking about their own ills, and it occurs to me that any man who can be induced to take this class of training has the best prospect and the best chance of becoming a happy and satisfied man.

Mr. QUICK. I agree with you absolutely.

Mr. TOWNER. And, of course, as Dr. Fess well said, the food production problem in this country has become a vital one and a crisis almost exists now. It seems as though the fates or providence or something is conspiring just at this time to make a very large decrease in the production of food products. In the first place, men are going away from the farms, attracted by other enterprises and by higher wages. There is a scarcity of labor everywhere in the rural sections more proportionately than in any other section of the country. A very intelligent gentleman from the State of Iowa who was here yesterday, and who was talking about this situation stated that the production of farm products in Iowa for this next year was likely to be only about 50 per cent of the average, normal production. He attributed 25 per cent to the backward season we are having, and 25 per cent to the almost impossibility of obtaining help on the farm. I presume that may perhaps be an exaggeration but it is unquestionably true to a very large extent.

The CHAIRMAN. I was present at a meeting the other evening when vocational interests were discussed from various angles. Among many of the short addresses, I have a copy of one here that has some very interesting figures:

When the war with Germany came along the draft act made no distinction between the literate and the illiterate. Twenty-four and nineteenths per cent of the drafted men could not read a newspaper or write a letter in the English language. One hundred and sixty-seven thousand illiterates went to France. They fought bravely by the side of their literate comrades. Many, as the War

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Department records show, were killed or wounded because they understood little or no English.

During the six months preceding the armistice, illiterates were gradually segregated in development battalions. Schools in English were established, and when the war closed schools were in progress in all the large camps and good results were being obtained. It was found that in from three to six months, illiterates and non-English speaking could be trained into good soldiers by coupling with recruit instruction a thorough course in elementary English. When voluntary recruiting was resumed early in 1919, we soon found ourselves up against the old problem. "How to get the necessary number of recruits to fill the Army." Profiting by our experience during the war the War Department decided to enlist illiterates and non-English speaking citizens and aliens who declare their intention to become citizens. The arguments for taking these steps were briefly these: The draft showed about 25 per cent illiterate or almost illiterate in the English language. By permitting men in this class to enlist the Army would open a heretofore untouched recruiting field amounting to almost 25 per cent of the grown-up population of the United States. By enlisting these men for three years the War Department could afford to combine a course in English with recruit instruction, covering four or even six months, for at the end of this period these men would serve 2½ to 2¾ years in their permanent organizations, and would, economically speaking, be at least twice as valuable as men enlisting for one year.

This is an old question, but I would like to have your opinion on it. Have you any way to judge what special advantage there is in educating a man. Economically, is he going to be worth more to the country?

Mr. QUICK. I think, Mr. Chairman, it is the greatest possible means of increasing the assets there is in a man or in a citizen. To illustrate, take our agricultural men, and I will say this, it may surprise you, but the greatest number of men who are illiterate, practically so, or of a low elementary grade, are taking agriculture because they come from agriculture. You understand that it is very logically true, if you will think over the fact, that in the country, isolated, a boy does not get the opportunity for education that the boy in the city gets. The farmer many times does not send his son to school when he is far enough along to take high-school work because it is educating that boy, as he looks upon it, away from the farm. He sees the boys who have gone to high school and have never returned to the farm. He has a farm for that boy to heir and in whom he hopes to have his successor, a boy that he wants educated in farm ways and get close to the farm, and his mistaken notion is to keep him from education that will carry him away, and his idea is to keep him from the city. When, as a matter of fact, if he would educate that boy and send him to an agricultural college and give him the opportunity, he would make a better farmer and a better successor to himself. We are now getting these boys and as they come into the agricultural college, as I have just read to you from the three States near us here, 38 per cent were below any of the courses in Maryland, 40 per cent in Virginia, and 55 per cent in West Virginia. That gives you an idea of what it is all over the country except that it is even worse in some of the Southern States. I have found as high as 68 per cent of the men in an agricultural college who could not be admitted into the secondary schools although the institution was admitting good, bright, seventh-grade men, because of their maturity and because of the fact that they were all anxious to carry on.

The CHAIRMAN. Could you explain to the committee how it is possible with compulsory education in almost every State in the Union

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that the draft experience found 25 per cent could not read the English language? How do you explain that?

Mr. QUICK. The only way I explain it is this, that the law is not carried out, and that in many instances the illiterate is a foreigner. You probably do not realize that all over the United States, in nearly every State of the Union, there are whole counties of foreigners, even in Massachusetts, where we have found that more than half of the illiterates were foreigners who could not read and write. Then consider the Northwest, and as I said I have been all over the country and have been in every district many times except two, and in those two districts I spent from 10 days to two weeks in each on the Pacific coast, these foreigners exist everywhere. If they are educated at all it is in their own language. They have their own schools, their own churches, and they talk nothing but their own language, although they are in the United States. We have many such communities all over the United States. Now, these men must be handled along with our own illiterates, and for that reason in Miscellaneous 185, which I prepared to handle the agricultural problem, we handle the illiterates in two groups—the native and the foreign. We have to have special teaching and we have to have special teachers who know the foreign language in order to advance them more rapidly. We find that the foreigner advances more rapidly really than the native, because usually he has had education in his own language. He knows how to study and apply himself and often knows the value of the college. We have much more difficulty with our own people.

The CHAIRMAN. You are speaking of adults?

Mr. QUICK. Yes, sir. Our men are mostly adults, averaging 26.5 years old.

The CHAIRMAN. It has been a strange statement made to me at various times on educational matters that foreign children in a district, for example like Pittsburgh, show remarkable agility in study.

Mr. QUICK. Yes, sir.

The CHAIRMAN. Very remarkable.

Mr. QUICK. Yes, sir.

The CHAIRMAN. I do not know how you are going to account for that. I can readily see how an adult would go readily into the English because he has had some training at home.

Mr. QUICK. The only way is their desire to get the English language.

The CHAIRMAN. I think you have struck the keynote there. The foreigner who is over here usually has a good viewpoint of what education will mean to the children and it is everything in the home to get the children educated.

Mr. QUICK. To finish my answer to your question as to the illiterates and the low academic attainments of so many when we have compulsory education is this, that the law is winked at in the first place: these are communities of foreigners, in the second place; and in the third place, we have many States where we do not have a compulsory-education law.

The CHAIRMAN. Not many?

Mr. QUICK. Many southern States; and if they have it at all, it is not carried out; it is not put into effect.

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Mr. TOWNER. Do you think that can be partially accounted for by the fact that there are 18,000 schools now closed entirely because they can not get teachers to teach?

The CHAIRMAN. That has not been long; that is recent.

Mr. TOWNER. Yes, sir.

The CHAIRMAN. Speaking as an educator, I am always embarrassed in giving an opinion, because it is looked upon as prejudicial and rather from a narrow point of view, but, nevertheless, I have been greatly distressed over the general situation educationally. It strikes me that the appreciation of the value of education is growing less in a very marked way from the standpoint of public opinion, and if you measure it in the way of remuneration, for example, the last to be considered would be the one who ought to be first considered, namely, those who have charge of the future citizens.

Mr. QUICK. Yes, sir.

The CHAIRMAN. It looks like putting the pyramid upside down; and yet, I may be prejudiced in the matter.

Mr. QUICK. I think you are about right.

The CHAIRMAN. And you may be prejudiced?

Mr. QUICK. Yes, sir.

The CHAIRMAN. What does the world think of it? I can not for my life see how we will get the best results if we go on in the line that we have been going in the last few years. When a man or woman to get into a position, has to spend years of preparation which costs much money and a good deal of sacrifice and then comes out of it not only unranked in position in the community—which ought to be a high rank, if anyone is willing to pay the price—not only unranked, but to be put in the position of a pauper, so far as public appreciation is concerned, in the way of salary.

Mr. QUICK. I know this, however; there is a very great and growing interest on the part of uneducated people to educate their children, not only in the common schools but in sending them to colleges, taking advantage, particularly, of the vocational education which is now so strongly in vogue. About 78 per cent average, I think, of the farmers who come from tenancy—from labor and tenancy—on to farm ownership are now sending their sons and daughters to school as never before; they are taking advantage of the Smith-Hughes two-year schools and the other two-year secondary schools in agriculture as never before and as former farmers did not do. That is one reason we are having difficulty in educating our disabled soldiers at the agricultural institutions; they are crowded to-day. Takes Ames (Iowa) Agricultural College—they have 1,100 above their normal enrollment. At Texas Agricultural College, with over 4,000, we have 300 soldiers in agriculture, and there are a great many other institutions overtaxed that I could name. California, for example, where we have 258 agricultural students in the university and university farm school, with their abnormal attendance they have over 10,000 enrolled students. I suppose this makes the largest university in the United States, but this number does not include their correspondence school or their branch agricultural schools, which enroll about 32,000 additional.

The CHAIRMAN. I can give you two explanations, either of which may be sufficient, but neither one goes to the difficulty that you have in mind. One, there has been a retarding of college attend-

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ance, due to the war taking the boys into the service, and when they came back they naturally resumed their college work, and the general accretion would make a large attendance. Then there is another view. There has never been a time in the country when there was so much money, the people having the money to go, as at the present time. Everybody has the money except the class that I have been talking about awhile ago. That view of it, I think, is apparent. At any rate, I am convinced that there must be a different attitude toward education. I think Congress comes nearer being a barometer of public opinion as expressed in individual districts than any other body in the world. I know of no group of men who so appreciate what the people back home want, which is not altogether creditable, in my judgment. It is what the people ought to have that they should study rather than what they want; but I do not believe there any body in the world that comes nearer trying to express precisely what they think the majority at home want than Congress. If that is true, how do you explain the attitude of Congress toward all educational questions, which is nearly always adverse?

Mr. QUICK. I do not know whether I am able to explain it or not.

The CHAIRMAN. If you want to hear a bitter debate and a bitter assault on the floor of the House, wait until the question of education comes up and then we have a field day. Have you noted that?

Mr. QUICK. I have noted it, and yet I have noted, as Mr. Robsion said the other day, that our State institutions, all our prominent institutions, have most excellent and expensive buildings, they are finely equipped, and there is every opportunity that you will find in any country in the world for advanced education. So it would seem that they come across after all and support these institutions.

The CHAIRMAN. We are much obliged to you.

Mr. QUICK. I feel so greatly interested in this work that I should like to make a statement as to what I think ought to be done as to agricultural development, if you will allow me.

The CHAIRMAN. We will be very glad to hear you.

Mr. QUICK. We have accomplished a great deal, as I have said, by the guidance school and unit course system for this very large per cent of low-grade men from an elementary educational standpoint in about 32 States. This work has been satisfactory everywhere. As you have brought out, we have had difficulty in getting teachers, but greater difficulty in employing those to carry the agricultural instruction and organization of this work to the other institutions and to follow this work up, inspect, and supervise it. The training section of this work needs in agriculture alone, if they could be procured, at least six supervisors who would follow this work up most carefully. I find that one little man spreads out pretty thin all over the United States, and I have been unable to go to all of these institutions.

The CHAIRMAN. What do you need?

Mr. QUICK. In addition to the six supervisors there mentioned we need agricultural training assistants. Every State should have one or more, every district, we will say, from two to five. That does not take into consideration the coordinators, but at the agricultural institutions, the State institutions and the secondary schools of agriculture there should be agricultural men. The students there are men—

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they are agricultural men—taking agricultural training and the coordinator representing the Federal board should be an agriculturally trained man, a man who can do the coordination.

The CHAIRMAN. I think that is true. Do you not have them?

Mr. QUICK. We are unable to secure the men.

The CHAIRMAN. Why?

Mr. QUICK. Because of the salary.

The CHAIRMAN. Would you put on paper the specific recommendations that you would make to this committee?

Mr. QUICK. I will do it with great pleasure.

The CHAIRMAN. And submit it to us?

Mr. QUICK. Yes, sir.

The CHAIRMAN. If you will do that and make it a part of your testimony we will be glad to have it.

Mr. QUICK. I will be glad to do so.

The CHAIRMAN. You are excused.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR DISABLED SOLDIERS, SAILORS, AND MARINES,
Washington, D. C., May 15, 1920.

Hon. S. D. FESS,
Chairman Committee on Education,
Washington, D. C.

DEAR SIR: At the conclusion of my testimony before the committee on education on May 14, 1920, you asked if I would present certain concrete recommendations regarding the organization of educational facilities in the particular field of agricultural education. I am very glad to do this, but in as much as certain basal facts relating to rehabilitation are common to other fields of education, I have, on consultation with the superintendent of advisement and training and my colleagues in the training section, taken the liberty of expanding the material so that you and the committee may have a somewhat more complete picture of the needs of men of less than college grade than you would have if the discussion was confined entirely to agricultural education.

You made a similar request of Miss Ensor, of the training section, in regard to the teaching of English, and as the teaching of English is in one way or another fundamental to all types of training, particularly in the training of men whose previous education was of less than high-school grade, we are combining in this document the opinions of the central office training staff, as arrived at after nearly two years of study of the problem and an intensive study in the field since September, 1919.

May I quote here from a document which has been prepared for the special guidance of agents, coordinators, and teachers who are dealing particularly with illiterates:

"One of the most difficult problems in rehabilitation is the proper training of the men, whose greatest asset, prior to entering the service, enabling them to compete in the general labor market, was their manual strength. Their disability has removed that asset to a greater or less degree, so that now necessity demands that what mentality they possess must be awakened and developed in order that they may again have the greatest possible degree of economic value.

"They suffer from a double handicap, little or no skill, and lack of English, which is essential before one may begin to acquire the elements of skill leading to a trade which offers opportunity for permanent employment.

"Every consideration of justice demands that these men shall not be returned to the ranks of casual laborers, and if possible to avoid it they must not be turned back into civil life as unskilled workers.

"For our purpose of training, English must be regarded as a tool for acquiring skill, self-protection, and preservation.

"How may we best help a man to acquire English which will rapidly function for fitting him to undertake a training course resulting in employable skill? Obviously not by basing the instruction on a vocabulary or set of operations adapted to childhood. Obviously not by basing it primarily upon the vocabulary

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of lessons compiled for the purpose of enabling a man to secure citizenship or to read the many books bearing the general label 'Americanization.' Good teaching is the teaching which is based upon experience and activity.

"When a man gains sufficient knowledge of the English langauge to comprehend and execute simple directions, his interest becomes intensive; added impetus will be supplied by the adaptation of exercises in speaking, reading, and writing that lie within his daily experience and his own personal activities.

"The desired combination of experience and teaching can not be obtained by teaching English which is not based upon shop, industrial, and personal experience. These elements must all be closely allied in learning a language:

"1. Experience (sensory impression).

"2. Mental relation of the impression to what has been learned through past experience.

"3. Expression by word and act.

"In order to procure this combination the instructor of English must be energetic, industrious, resourceful, mentally alert and willing to spare no effort to acquire a vocabulary of the shop and industry, and willing to work long hours in the preparation of material adapted to the vital needs of the students."

The training section, central office, has prepared three documents known as follows:

Miscellaneous 183. Suggestive standards for trade and industrial training and receiving stations.

Miscellaneous 184. Suggestive standards for teaching elementary English to illiterates.

Miscellaneous 185. Suggestive standards for prerequisite guidance classes and unit courses in vocational agriculture.

These are presented for the information of the committee, but it is not expected that they will be reproduced. The documents are marked "Confidential" only because they were not considered as final, but rather as tentative working documents which would be a basis for a comprehensive document, to be printed after the principles and plans therein had been tried out in some six months' actual practice. Miscellaneous 185 correlates with miscellaneous 184, in so far as the teaching of English is concerned.

The organization of English work in its relation to trade instruction is elaborated on page 16 of miscellaneous 183, and in the discussion of receiving stations, page 13 et seq. miscellaneous 183, and further, on page 6 et seq., miscellaneous 185. The attention of the committee is directed to the blue-print chart of a working organization for vocational guidance school leading on to specialized agricultural courses adapted to the needs of men who have less than a high school preparation. (See also pp. 7, 9, and 10 of Misc. 185).

While we regret that in the time at our command, we can not edit and condense, it is believed that the committee will be indulgent, and give full consideration to the needs of the training situation, as presented herewith.

For the particular field of agricultural education, the attached statements are prepared for your consideration. The superintendent of advisement and training concurs in the statement that the fundamental principles of organization, salaries, need for help, instructors, in a general way, apply to the other fields of education.

Respectfully,

WALTER J. QUICK,
Training Officer, Agricultural Education.

STATEMENT OF TRAINING OFFICER, AGRICULTURAL EDUCATION, CENTRAL OFFICE ADVISEMENT AND TRAINING SECTION, DIVISION OF REHABILITATION.

[Supplementing oral testimony of Walter J. Quick of May 14, 1920, and accompanying letter of even date.]

RECOMMENDATIONS FOR AGRICULTURAL TRAINING OF DISABLED EX-SERVICE MEN.

The problem:

Elementary grades—

(*a*) Illiterate to eighth grade.

The solution:

(*a*) Guidance school, vocational.

(*b*) Agricultural unit courses.

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Leading to:
(*a*) Agricultural subcollege courses.
(*b*) Agricultural college courses.
Personnel necessary for:
1. Federal Board Vocational Education—
Central office—
(*a*) 1 training officer, agricultural education..... $4,000
(*b*) 6 supervisors, agricultural education, at $3,000..... 18,000
District office—
(*a*) 50 agricultural training assistants, at salary $2,400.. 120,000
(*b*) 50 coordinators, representing Federal board at institutions, at salary, $2,400..... 120,000
2. Institutions—
(*a*) 100 agricultural instructors for elementary agriculture and horticulture; agricultural unit courses. (Such men are commanding salaries varying from $2,000 to $3,000.
(*b*) 100 to 150 vocational instructors for English, mathematics, and Americanization. (Such men or women command salaries varying from $1,800 to $2,500.

IMPORTANCE OF AGRICULTURAL TRAINING.

1. Over 4,000 men to date have been directly placed in agricultural training, nearly all of whom are yet in training, and in addition there are probably 500 engaged in prevocational work preparatory to taking lines of agricultural training. Many more, probably 1,200 to 1,500, have been approved for agricultural training, but these men have not yet availed themselves of the opportunity. The liberalizing of the rehabilitation act extending training to section 3 men on section 2 terms will probably more than double the number to avail themselves of agricultural training. Another very large increase of men for agricultural training is evidently right now demanding attention at training centers. The number probably will be increased beyond present definitely-ascertained numbers on account of arrangements contemplated at hospitals and sanatoria for tuberculosis men seeking agricultural training. For such men special placement has been suggested and is being sought.

2. The men approved for agricultural training may be classed into three general groups:

(*a*) Men who went into the war from college or high school, returning, have entered the agricultural colleges.

(*b*) Men with an eighth-grade preparation who are admitted into subcollege two-year courses, Smith-Hughes or other schools of agriculture.

(*c*) The men of elementary grade, ranging from illiterate to the seventh or eighth grade, who, of necessity, must have prevocational instruction in order that they may receive scientific training intelligently and benefit to the greatest degree.

3. The first and second groups have given us and the institutions to which they have been recommended very little trouble, as they enter the classes, if sent to the institution at the beginning of the school year or a term, and if not, they frequently can be brought up to class work by coaching.

THE PROBLEM—MEN OF ELEMENTARY GRADES.

4. The third group has given the Federal board and all the institutions to which they are sent great trouble. In the words of one of the college presidents, "through this class of men of low elementary grades insurmountable difficulties have arisen." Thorough investigations proved to the Federal board early in the college year just closing that these men in varying numbers form the problem at every State agricultural college and school. They constitute from 25 to as high as 55 per cent of the men approved for agricultural training. We believe this to be a larger per cent than exists in any other line, due to the fact that the men approved for agricultural training are from the isolated districts of the country where the opportunity has not been so great for early education. The country boys have not been given the opportunity of securing much knowledge of even the common branches of good country schools, and the disinclination of the farmer parents to allow the boys more than a very ordinary education for fear of losing them from the farm. Many have had no opportunity. Such are usually older men, 15 or 20 years past country schools age. Many men are, therefore,

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illiterate, or practically so. Added to this number are the foreign illiterates—that is, those men of foreign tongue and who are illiterate from the standpoint of English.

5. The difficulties just recited constitute a real problem to both the Federal board and the institutions to which these men are sent. Presidents have intimated to me that the State institutions are not prepared to do the elementary work necessary to advance these men to a knowledge of English and mathematics, where they can receive and be benefited by the agricultural training offered. I have been told by them that we should realize that an institution of advanced learning is neither a kindergarten nor a grammar school. They believed that these men should be prepared elsewhere until they can be articulated into short courses in agriculture or the agricultural college proper.

6. The institutions, however, without exception have become convinced that it is their patriotic duty to assist the Federal board in making preparation to extend the necessary prevocational training to these men, where they will be associated with mature men such as they are and have the benefit of the atmosphere of the college, and where the advanced ideas of scientific agriculture in all its lines are constantly impressed upon them. Institutions have changed wonderfully in favor of training disabled men and now appreciate them as students frequently to become alumni.

GUIDANCE SCHOOL—AGRICULTURAL UNIT COURSES.

(See Miscellaneous 185, pp. 5 and 6.)

7. As a result of all the investigations made and upon learning that the same conditions prevailed in all institutions to a greater or less degree, I worked out an elementary school where these men should be collected. This I termed a guidance school, its purpose being to study, try out, and instruct these men vocationally in the elementary common branches and in elementary agriculture. This school is really prerequisite to certain courses which I prepared and designate as agricultural unit courses. They are divided into units of one month each and cover one year continuously from month to month and may be entered any month.

PLAN—AGRICULTURAL UNIT COURSES.

8. A man may take one or several unit courses—one as a major and others as minors related to the major, at the same time he continues in the common branches of the guidance school. If a man is to have but one year's training it will consist of the unit courses selected with an extension beyond the year to cover his vocational preparation and to enable him to complete the unit courses one year from his beginning. If he is entitled to more than one year's training, he should then be taken from the unit courses and inducted into the two-year agricultural course at such time—the beginning of the year or the term—as will enable him to complete that course. Nearly all State agricultural institutions will allow the men credits for the work done in the unit agricutural courses or in the two-year courses. In case of extension this will enable them to take work in the four-year agricultural college course and have the advantage of their credits for work done. Many men are sufficiently ambitious to finish the four-year course even if their extensions do not carry them through it.

SOLUTION OF THE PROBLEM.

9. The above plans of the guidance school and agricultural unit courses were reduced to definite form and mimeographed for the benefit and assistance of all institutions offering agricultural training to the disabled men. The system was first placed in operation at the Massachusetts Agricultural College where, in a receiving station, a large body of men were found constituting more than 50 per cent of elementary grade, needing careful organization and elementary training. Notwithstanding a very disorganized condition, the system proved to be very satisfactory and under it probably 100 additional men have received their prevocational training and are to-day carrying on their agricultural training to splendid advantage.

SUPERVISORS NECESSARY.

10. The system known as Miscellaneous 185 has been introduced and thoroughly organized in 25 or 30 agricultural colleges to great advantage, although

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not attended with complete success, due to the paramount need of inspection, supervision, and a general follow-up procedure. In many places the organization has not been complete for the want of instructors. In others a sufficient number of instructors have been secured, but they are, unfortunately, without sufficient training and experience.

COORDINATORS NEEDED.

11. Many institutions are in need of coordinators in order that the instruction may be properly correlated and the men correctly classified to insure their rapid advancement.

12. Printed documents, such as Miscellaneous 185, can be sent into the districts in sufficient copies to introduce it in each of the institutions, but we have learned that it is, unfortunately, not to be assumed that the plans will be adopted and introduced. If adopted, not being well understood, the work goes on slowly and only in a perfunctory manner, which does not interest, prepare, and train the men. We have learned that not only the instructors and coordinators, but the institutions must be urged to use any new contribution to general or vocational education.

13. It can not be said that the introduction of the unit system and prerequisite guidance school has reached its greatest success in any institution without the visit of some one understanding its organization and who is, therefore, able to explain fully the advantages to the institution of using the unit system in coordinating such a large number of students to it. It also follows that to properly organize the system, instructors are necessary. The interest and cooperation of the whole faculty and particularly of those members and the counsellors of the Federal men is of paramount importance for full harmony and support in the undertaking. In addition to those necessary to organizing of this work, a supervisory force is imperative to follow, inspect, and supervise that the work may continue to the best advantage for the men.

TRAINING FORCE NECESSARY.

14. We recommend, in order to advance agricultural training as it should be to cover the 14 districts of the United States the following:

(*a*) One general training officer for agricultural education.

(*b*) Six supervisors of agricultural training, which number would not place over two districts under each man if districts 3 and 4 are supervised from central office.

(*c*) Fifty agricultural training assistants, who may be used in placement as well as in getting approved men from the country with training. Each State should have an agricultural training assistant.

(*d*) Fifty agricultural coordinators of State agricultural colleges. They are the equivalent of the principal of the guidance school and represent the board at institutions.

(*e*) One hundred agricultural instructors for elementary agriculture and horticulture and for instruction in agricultural unit courses. These instructors may be employed by the Federal board, as has been found necessary in some State agricultural colleges that are financed on the budget plan, or may be employed by the institutions and the institutions then, in turn, paid by the Federal board, so much per month per man.

(*f*) One hundred and fifty instructors in vocational English and arithmetic, including Americanization. These instructors should have agricultural training in order that the English instruction may be from an agricultural standpoint, and that mathematics may be taught from "farm business arithmetic" or "agricultural arithmetic." These instructors would receive their pay on the same basis as those indicated in the last above. They may be women or men. Women have been found patient and desirable with illiterates and all men of low elementary grade.

15. Two difficulties are encountered in securing the necessary agricultural training officers and instructors:

(*a*) The difficulty of securing properly prepared persons or those who are even moderately well prepared, for the reason that they are not procurable under present demands.

(*b*) The inability of the Federal board to offer the salaries necessary to secure able service when available.

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16. The Federal board turnover has been very large and the expectation is that it will be much greater by the opening of the college year. We have already experienced great difficulty in securing such training assistance as has been needed and have been compelled, in securing instructors, to take many persons for half time, using men who are doing the graduate work for advanced degrees or senior students, and, in many cases, the wives of professors who have heretofore had experience in teaching. Women are often the very best of instructors in the elementary branches and handle the men of elementary grads to very excellent advantage.

INSTRUCTORS AND TRAINING MEN MUST HAVE SPECIFIC TRAINING.

17. In so far as it is possible, instructors should receive training at the central office before being sent to an institution. In every case agricultural training assistants should have that instruction which has been developed at the central-office training section for those being sent into the field.

18. Every effort should be made to train all assistants and instructors to the fullest, and pay them such salaries as will make them satisfied and enable the Federal board to hold them in the work. The loss from turnover is very great and results in taking less valuable men usually, and those unquestionably without experience. Prevocational preparation of the disabled men is not only necessary with a large number, ranging from one-fourth to one-half of the men taking agriculture, but it should be borne in mind that upon the quality of this prevocational preparation depends the successful training in the vocation for which they are being prepared. On the business principle of "manufactured to standard and not to price," we should unquestionably "train to standard and not to price." Just so long as the salary influences so much the selection of the training officers and instructors, we will be training to a low standard and will rehabilitate disabled men in an unsatisfactory manner.

Respectfully,

WALTER J. QUICK,
Training Officer Agricultural Education.

TESTIMONY OF DR. JOHN R. McDILL, CHIEF MEDICAL OFFICER OF THE FEDERAL BOARD.

The witness was duly worn by the chairman.

Mr. ROBSION. What is your official position, Doctor?

Dr. McDILL. Chief medical officer of the Federal board, holding a temporary commission in the Public Health Service with rank as Assistant Surgeon General, for detail to this special duty. I am a civilian and only have a temporary appointment. I am a general surgeon and am also interested in hospital organization, construction, and management.

Mr. ROBSION. Were you in the World War service?

Dr. McDILL. Yes, sir. I have always gone in when there was anything to do, during the last 20 years.

Mr. ROBSION. You are retired?

Dr. McDILL. No, sir; I am not an Army officer.

Mr. ROBSION. Were you in the World War service in the Army?

Dr. McDILL. Yes, sir.

Mr. ROBSION. In what capacity?

Dr. McDILL. Major in the Medical Corps. I spent a year in Europe before we went into the war, in charge of Red Cross hospitals in Central Europe; in Germany and Austria.

Mr. ROBSION. As an officer of the United States Army?

Dr. McDILL. No, sir; I held a commission in the Army Reserve Corps, but, in order to observe the President's neutrality proclamation, I resigned it and was recommissioned on my return.

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Mr. ROBSION. When did you take the position that you now have?

Dr. MCDILL. With the Federal board?

Mr. ROBSION. Yes, sir.

Dr. MCDILL. I was first transferred from my Army status to the board for administrative duties, medical duties, in April, 1919. I found I was its first medical officer.

Mr. ROBSION. You mean April, 1919?

Dr. MCDILL. Yes, sir; in the central office. They were in a formative stage then and in about a month I got an idea as to what I thought the work was to be and submitted a table of organization and pay rates which rather surprised them, but which was eventually adopted, and I was getting a staff up when along came the limitation of salary and set the medical staff adrift.

Mr. ROBSION. Before you enter into that, what school or schools were you trained in?

Dr. MCDILL. The Rush Medical College, Chicago.

Mr. ROBSION. Any other school?

Dr. MCDILL. No, sir.

Mr. ROBSION. Did you engage in the practice of medicine?

Dr. MCDILL. All my life.

Mr. ROBSION. All of your life?

Dr. MCDILL. Yes, sir.

Mr. ROBSION. Where were you engaged?

Dr. MCDILL. In Milwaukee until 1890. I spent two years abroad and returned to Milwaukee until the Spanish-American War, which took me to Cuba and the Philippines, where I stayed 13 years, returning here in 1912.

Mr. ROBSION. What salary do you get now?

Dr. MCDILL. The base salary is $4,000.

Mr. ROBSION. Do you get anything besides that?

Dr. MCDILL. Yes, sir; what they call commutation of quarters, a certain number of rooms according to rank, at $12 a room, which is supposed to pay for the quarters.

Mr. ROBSION. What do you get altogether?

Dr. MCDILL. Now about $5,200.

Mr. ROBSION. Are you detailed to the War Department?

Dr. MCDILL. I was detailed by the War Department. Last year when I got my discharge from the Army on October 18 last I was immediately commissioned in the Public Health Service to continue this work.

Mr. ROBSION. You are an assistant to the Surgeon General?

Dr. MCDILL. Yes, sir; that is the name of the rank, with the pay and emoluments of a colonel in the Army.

Mr. ROBSION. What were you supposed to do when you took service with the Federal board, what were your duties?

Dr. MCDILL. The Federal board did not know at that time exactly what shape its work would take. My order read for administrative and advisory duties. They asked me to suggest an organization, which I did, as I have just stated, and which was in process of formation. It took about three months, and along came the salary limitation which let us out in June, practically.

Mr. ROBSION. June, 1919?

Dr. MCDILL. Yes, sir.

Mr. ROBSION. What was the organization you suggested?

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Dr. McDILL. About 80 medical officers—that is, in the field, the 14 districts, including the central office, four or five thousand men on fees, an average of 100 to a State, doctors to whom we could send the men.

Mr. ROBSION. These 80 officers, what rank did they hold?

Dr. McDILL. They had no rank.

Mr. ROBSION. What grade in the service?

Dr. McDILL. We were not connected with the Public Health Service then. I was just getting to that. When the organization was thrown up in the air, as it were, in June, we thought, perhaps, that it would be overcome by subsequent action when they divorced, as they called it, the board from the War Risk Insurance Bureau, but the limitations were continued. The medical officers that I had acquired stood by, did not drop out, until we had a chance to turn around. Then I made a consolidation with the Public Health Service. They took us over entirely and commissioned us in the Public Health Service and reassigned us to duty with the Federal board to continue the work.

Mr. ROBSION. Under that, what rank did the 80 men hold?

Dr. McDILL. The chief medical officer, whom we call the district medical officer, has the rank of surgeon, which is the same as major in the Army, as to pay and allowances.

Mr. ROBSION. How many were there of those?

Dr. McDILL. Fourteen.

Mr. ROBSION. You have that number now?

Dr. McDILL. A couple of them have rank below that, younger men. The Public Health Service is not willing to give that rank on account of their age.

Mr. ROBSION. What do they get, in round numbers, in a year?

Dr. McDILL. About $3,200, I think a captain's pay is.

Mr. ROBSION. There are 14 of those. Then, the other 66?

Dr. McDILL. It varies. Some offices only had three or four medical men altogether. New York had as high as 30 at one time. We have to-day 150 officers who are working entirely for the Federal board, nearly all in the Public Health Service.

Mr. ROBSION. The rank is from, say, lieutenant up to colonel?

Dr. McDILL. Yes, sir.

Mr. ROBSION. Then, their pay would be from how much to how much?

Dr. McDILL. According to the rank.

Mr. ROBSION. But how much?

Dr. McDILL. The rank of lieutenant pays about $2,500. That is called assistant surgeon in the Public Health Service. The rank of passed assistant surgeon, or captain, $3,200; the rank of surgeon, or major, about $4,000, with all the allowances; and the senior surgeon, about $4,500.

Mr. ROBSION. Outside of the 150 officers which you have spoken about, you have something like 4,000 to 5,000 examiners in the several States?

Dr. McDILL. We did have, but they are all now a part of the War Risk or Public Health Service; they do the medical examinations.

Mr. ROBSION. How many do you have now?

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Dr. McDILL. According to the last report, about 4,000—between 3,000 and 4,000. They expect about 5,000. Some of those men get very little pay.

Mr. ROBSION. What do those men get—what pay?

Dr. McDILL. What do they get?

Mr. ROBSION. Yes, sir.

Dr. McDILL. They now get $5 for an examination, under a recent ruling of the Secretary of the Treasury; it used to be $3.

Mr. ROBSION. Is not that rather high?

Dr. McDILL. That is what all the life insurance companies have been paying for over 10 years; and also they pay additional for laboratory examinations.

Mr. ROBSION. The physicians who make the examinations in the several counties will have several hundred men just coming to them without any trouble, and they will make a great many examinations in one day?

Dr. McDILL. If the physician makes the examination that satisfies our needs, he will not make many a day.

Mr. ROBSION. How many?

Dr. McDILL. I think 10 is a great number for a thorough physical examination, but we do not find many competent men who are willing to do that; they would rather not do it.

Mr. ROBSION. That may be in some districts, but they worry me to death in my district; and if one fellow gets the position, all the others are hurt because they do not get the place—it is worse than the post offices.

Dr. McDILL. Where is that—Kentucky?

Mr. ROBSION. Yes, sir; and that is true in Tennessee, Iowa, and Wisconsin—they want the places.

Why did your organization go back into the Public Health Service; why was it put into the Public Health Service?

Dr. McDILL. Because the board had no salaries to pay the medical officers over $2,400.

Mr. ROBSION. They could not pay any salaries to the medical officers over $2,400 in the Federal board?

Dr. McDILL. They had not any salaries over $2,400.

Mr. ROBSION. And the plan was worked out in order that they could get more salary?

Dr. McDILL. There were not any more salaries. Congress legislated for a certain number at fixed salaries, and that was not enough, as I understand to go around among the other officers of the board.

Mr. ROBSION. It was finally worked out in order for the doctors and officers in the medical branch of the Vocational Board to get more salary, because the salary was not adequate under the vocational training law; is that it?

Dr. McDILL. Yes, sir; that is it.

Mr. ROBSION. Of the 150 officers, how many of them, if any, were in actual service overseas?

Dr. McDILL. I do not know how many were overseas.

Mr. ROBSION. Any material number of them?

Dr. McDILL. Yes, sir; a large number. Ninety-two per cent either had service overseas or in this country; 3 per cent tried very hard, but they were physically disabled, and they were ruled out, but did something important at home without a commission.

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Mr. ROBSION. Quite a number have testified here, but I believe you are the first man who was overseas?

Dr. MCDILL. I was overseas before we went into the war.

Mr. ROBSION. I think you are the first one who has testified here for the board who was overseas?

Dr. MCDILL. I was not in the United States service. I went over there in connection with the Red Cross base hospitals before we entered the war.

Mr. ROBSION. Were you in the United States service during the war?

Dr. MCDILL. Yes, sir; all of it.

Mr. ROBSION. If there was any trouble about the boys' examinations, it was due to your department, was it not?

Dr. MCDILL. Yes, sir.

Mr. ROBSION. We had one man, particularly, here who testified that he had to be examined nine times. Will you please explain why a situation like that should arise?

Dr. MCDILL. Not unless the first examination and subsequent ones were inadequate and did not give the necessary data to comply with the rehabilitation law.

Again, certain training might not have been feasible on account of the condition, and he was asked to return at another time to see if it was feasible, or if he was well enough to take training. Then, again, sir, in nearly all examinations we find that the man had had them by other branches of the Government. The Bureau of War Risk Insurance often has multiple examinations, also the Public Health Service, and they are all finally charged up to the Federal board. They do not seem to be able at times to differentiate between the board and the bureau and the Public Health Service, and we get credit sometimes for all those examinations.

Mr. ROBSION. When the War Risk Bureau might be responsible for a part of them?

Dr. MCDILL. Yes, sir.

Mr. ROBSION. Do you have complaints coming to your office from soldiers on account of the examinations throughout the country?

Dr. MCDILL. Yes, sir.

Mr. ROBSION. What is the source of the trouble?

Dr. MCDILL. They differ with the diagnosis of the doctor; it does not suit their desires, or they have been ordered to take another examination, the first one being faulty. But it might clear the situation to state that I have just ascertained that 95 per cent of our medical examinations are now valid and satisfactory.

Mr. ROBSION. To whom?

Dr. MCDILL. Up to that time we had only heard about the 5 per cent, and we got the impression that they were all pretty bad, but we see them all now.

Mr. ROBSION. The 95 per cent are satisfactory to whom?

Dr. MCDILL. To us. We can make ratings and estimate and appraise a man's case from the data in 95 per cent of the cases.

Mr. ROBSION. You can not act upon 5 per cent of the examinations because they are faulty?

Dr. MCDILL. They are deficient or faulty.

Mr. ROBSION. When you say that 95 per cent are satisfactory, you are talking about your own staff, but you do not say that they are

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satisfactory to the soldiers. You do not mean to say that 95 per cent of the examinations are satisfactory to the soldiers, do you?

Dr. McDILL. To both of us; yes, sir.

Mr. ROBSION. Your bureau does not examine for the War Risk Bureau, does it?

Dr. McDILL. Yes, sir; the Public Health Service is the medical agent for the War Risk Bureau and the Federal board.

Mr. ROBSION. Do you have anything to do with the examinations for the War Risk Bureau?

Dr. McDILL. No, sir.

Mr. ROBSION. Yours is limited exclusively to the Federal Board for Vocational Education?

Dr. McDILL. The data that each bureau requires, the Public Health Service, the War Risk Bureau, and the board, are substantially the same. At the beginning, we were all after the same men for practically the same information, producing duplication and overlapping. That is the reason why the Surgeon General, although he had no authority of law, assumed the burden of the medical work for the Federal board.

Mr. ROBSION. Under the present plan, is there any duplication?

Dr. McDILL. No, sir.

Mr. ROBSION. When was that changed?

Dr. McDILL. In August of last year.

Mr. ROBSION. August, 1919.

Dr. McDILL. Yes, sir.

Mr. ROBSION. After that time there was no further duplication?

Dr. McDILL. Yes, sir; for a time there was some irritation, duplication, and unnecessary expense.

Mr. ROBSION. But since August, 1919, there has been no duplication?

Dr. McDILL. Yes, sir; at the beginning the Public Health Service was overwhelmed with work, as we were, and when we did not get prompt action from them we secured examinations ourselves and paid for them; but that has all practically disappeared now.

Mr. ROBSION. When did that condition become relieved?

Dr. McDILL. Since last September or October; and it is getting better all the time. We instruct our medical officers that it is the desire and intention of both the board and the bureau that all medical work, examinations, and treatments, shall be by the Public Health Service; but that if a man needs anything and the machinery of the Public Health Service is not available or does not function to give it to him and get it done and send the bill to us.

Mr. ROBSION. Now, Doctor, taking a broad and liberal view of the testimony that has been brought to the committee, I believe that nearly everyone who seems to know and be able to speak upon the subject believes that there has been a great deal of unnecessary delay. To what extent has your department been responsible for that delay, and by that I mean in getting the boys into training?

Dr. McDILL. At first there was unavoidable delay. We could not find medical officers and district chiefs, and I was not always able to get the right chief man in the district office. I could not interest them at all.

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Mr. ROBSION. Take the New York situation, with one medical officer undertaking to handle the thousands of cases there. Who was responsible for that condition?

Dr. MCDILL. The lack of desirable medical personnel who would take up this work. I appealed to the medical colleges and told them that their reputation as medical centers was at stake, and that we really must find men who would volunteer to serve at the price long enough to get the work going, but that did not avail in New York. In other medical centers it did. I am glad to say that the men from the college faculties who agreed to serve stuck by us until they became carried away by the work, and they are still with us.

Mr. ROBSION. What about the witnesses who appeared here from the New York office and said that they had appealed for more medical service? They said that they could not get any more.

Dr. MCDILL. They did not seem to be able to get them.

Mr. ROBSION. How is this, Doctor: When Mr. Farrel came in and took charge of the New York office he demanded 25 more doctors and got them?

Dr. MCDILL. He had the right man as chief medical officer. He is not with us now. He came along in August, I think.

Mr. ROBSION. Why is it that they did not have them up there for such a length of time, and then all at once get 25?

Dr. MCDILL. That is an index of the ability of the man to get others to do things. That is all.

Mr. ROBSION. What I am trying to get at is who is responsible for that situation there up to the time when a man was put there who could get 25 men? Is it your department that is responsible, or is the standing committee, or is it the district officer or vocational officer at New York? Who is responsible for it, or who was responsible?

Dr. MCDILL. The difficulty was the lack of medical men at that time.

Mr. ROBSION. But you did get them when Mr. Farwell came in and said, "I have got to have 25."

Dr. MCDILL. We got them when Dr. Bell got there. Dr. Bell is a Canadian, but he took out his first papers at once. He got those men without any difficulty, apparently. He got the 25 men promptly, but how he did it, I do not know.

Mr. ROBSION. In other words, a man came here from Canada and was put in charge, and when he had been there but a short time he got 25 men?

Dr. MCDILL. Yes, sir.

Mr. ROBSION. Does that indicate to your mind that you did not have the right man up there?

Dr. MCDILL. Not on that job. Dr. Merriam is an excellent man, but he was not the man for chief medical officer.

Mr. ROBSION. That was his job?

Dr. MCDILL. Yes, sir.

Mr. ROBSION. That is the thing that was holding up the entire matter?

Dr. MCDILL. Yes, sir.

Mr. ROBSION. Who was the wrong man on the job, or who was the man that held in position the deficient person in this case?

Mr. MCDILL. The only medical officer was Dr. Merriam. He was alone and had that enormous work dumped upon him without previ-

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ous experience. He was a young man, and you saw him here yesterday. It is not fair to put the responsibility on him.

Mr. ROBSION. Who did that?

Dr. MCDILL. Who put him in there?

Mr. ROBSION. Who was responsible for putting the burden on him when it should not have been on him?

Dr. MCDILL. I do not understand. That work came in in great volume.

Mr. ROBSION. I know the work came in, of course, but who put this young inexperienced doctor in there, or the man who could not handle the cases?

Dr. MCDILL. I do not know. He was there before I was there, so far as I know.

Mr. ROBSION. Who kept him in there?

Dr. MCDILL. I was not with the board at that time. I do not know who was the district officer or who was the vocational officer.

Mr. ROBSION. Who put the man in there who did get action?

Dr. MCDILL. I did.

Mr. ROBSION. How long did you wait until you took that action?

Dr. MCDILL. I waited until I found him.

Mr. ROBSION. Until you found the man?

Dr. MCDILL. Yes, sir. He showed up about August, and was willing to take it temporarily. He had had two years' experience as chief medical officer in the line of rehabilitation in Canada, and was a chief medical officer in France in the war for two years.

Mr. ROBSION. Does your explanation of the delay in New York also apply to Baltimore and Philadelphia?

Dr. MCDILL. The Baltimore office was originally here in Washington, and we kept it going. I was here on the ground, and could find local doctors to take it temporarily, and it went along. At present it has perfect medical service.

Mr. ROBSION. But there was delay in getting cases through even in the Baltimore office.

Dr. MCDILL. In getting cases?

Mr. ROBSION. Yes; in getting them passed upon.

Dr. MCDILL. Not very much since I got things going.

Mr. ROBSION. When did you get them going?

Dr. MCDILL. About three months after I got into the board. For five months I did not have an assistant myself in this office. I was alone. I could not get a satisfactory assistant. As well as I knew the medical situation in the United States I could not get a man that I was satisfied with, but finally I got Col. Moss.

Mr. ROBSION. Were you hard to please, or the men——

Dr. MCDILL (interposing). I was hard to please. You can not do this job without good tools.

Mr. ROBSION. What was the cause for holding up cases in the Philadelphia office?

Dr. MCDILL. Dr. King was alone for a long time. He is one of our best medical officers and a mature man and an able one. He fought the battle alone for a long time, until he was able to get assistance in clearing up the back work and catching up. Since September or October the medical section has been on an average 1,000 cases ahead in each district of the advisement and training section. We have caught up with and are ahead of the job.

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Mr. ROBSION. He could not secure help in Philadelphia?

Dr. MCDILL. He has all the help he needs now.

Mr. ROBSION. I mean when the delay was existing. You say that there was a congestion and that he could not get help.

Dr. MCDILL. There was great difficulty in getting help.

Mr. ROBSION. But that Canadian, when he got on the job, got help.

Dr. MCDILL. He got is right away.

Mr. ROBSION. Why could not the people in Philadelphia and other places do that?

Dr. MCDILL. I do not know.

Mr. ROBSION. You do not want us to think that all the pushing, efficient fellows live in Canada, do you.

Dr. MCDILL. No, sir, by no means.

Mr. ROBSION. If a man from Canada could get action, I do not see why you could not get it.

Dr. MCDILL. I had 13 other offices to get action on at the same time.

Mr. ROBSION. All of them were having delays, were they not?

Dr. MCDILL. Yes, sir; when I came in, there was no organization.

Mr. ROBSION. And action was not being had anywhere?

Dr. MCDILL. It was brewing all right, and it is here now.

Col. EVANS. I think that most medical men were in the service at that time.

Mr. ROBSION. I think Dr. McDill here can take care of himself. You were pretty well in touch with the situation, were you not, or with your medical situation of the country?

Dr. MCDILL. I thought I was all over the country, but many of our best men were in the Army, as Col. Evans says.

Mr. ROBSION. The only point with me is that it looked as though it took a man from Canada to get action.

Dr. MCDILL. It did.

Mr. ROBSION. And I do not want to think that we do not have the right talent here to get action.

Dr. MCDILL. He did the job.

Mr. ROBSION. I do not agree with some of these gentlemen about this question of education. I think that the American can outstrip anybody in learning things, or they always have. Have you any suggestion to make as to improving the service, or any plan or scheme to suggest?

Dr. MCDILL. We have got to assume that this is a highly specialized problem and a comparatively temporary one—that is, to last 10 year or so. The civil-service regulations should not be imposed upon the employees of this highly specialized group of men, and the salary restrictions which tie the hands of the board might well be relaxed. But that would not affect the medical staff who draw their pay from the Public Health Service.

Mr. ROBSION. You do not have to pass a civil-service examination, do you?

Dr. MCDILL. No, sir; but we have to stand a very rigid survey concerning our professional and physical condition.

Mr. ROBSION. The suggestions you make would not affect the medical end of the proposition?

Dr. MCDILL. So far as the Federal board's pay roll is concerned, no, sir; but unless there is some relief for commissioned officers in the Federal service our condition as medical officers will be very unsatis-

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factory. The medical officers are hardly able to live on what they have now. In fact, we have a deficit, or, at least, I know I have.

Mr. ROBSION. You feel that the pay is inadequate?

Dr. MCDILL. I know it is.

Mr. ROBSION. To maintain them at the present rates?

Dr. MCDILL. Yes, sir.

Mr. ROBSION. You also feel that it is a difficult matter to get a majority of Congress to take the bridle off of any board and let them run loose in fixing salaries?

Dr. MCDILL. Yes, sir; we look to you gentlemen for relief. Another point is this, or another important matter that concerns Congressmen is the status of the reserve officers, as they are called, in the Public Health Service, which is now going to be the great medical organization of the country. It is going to be one which, with all this burden upon it, will be very unsatisfactory, because this status is temporary. The tenure is so uncertain that if the Surgeon General wished to do so he could separate any of us from the service in a one-line letter, saying, " You are hereby retired to the inactive status." That is not a good condition of affairs. The regular staff of the service, I should say, should be expanded to admit these medical officers, say, under their Army records or other satisfactory records of ability. We can be discharged like hired men, you might say. I am not speaking feelingly of this, because I have no great personal interest in it. I do not expect to stay very long, as I see things now.

Mr. ROBSION. You mean that under the present arrangement the work is considered temporary and that there is nothing stable about it?

Dr. MCDILL. Yes, sir. There is a provision under which they can make reserve officers to help them out, and they have taken on about 800. The permanent staff of the service is something like 200, but now they have 800 temporary officers, and lots of them are the best men that they could get for that work. They have had Army service and were not inclined to go back to private practice.

Mr. ROBSION. What is your specific recommendation to Congress on that point?

Dr. MCDILL. That the permanent organization of the Public Health Service be expanded to meet the needs of its burden by taking in the acceptable temporary officers now on duty and others who meet its requirements or its standards of service.

Mr. ROBSION. Is there any other matter or any other recommendation that you have in mind that you think would improve the service or help to solve the problem?

Dr. MCDILL. On the question of rehabilitation, the method of rating is not quite satisfactory, although it seemed to be a very wise and fair arrangment when it was made. Either a man needs rehabilitation or he does not. I think that is a fair statement. The fact that he is receiving money from the Government or from any other source should not be taken as a measure of his right to be educated. Those entitled to the benefits conferred by section 2 go into section 2. While that is an easy way of putting it, and I can not argue against it, I am just submitting the proposition that if a man needs rehabilitation he ought to get it, without regard to the 10 per cent disability.

Mr. ROBSION. Then, you think there ought not to be a section 2 and section 3, but only one section?

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Dr. McDILL. I should say so; yes, sir. But still, section 3 training is a nice thing for some men who do not care for support during their training.

Mr. ROBSION. Now, what would you propose as the basis for admittance to training, or for securing training?

Dr. McDILL. Simply on that ground. Now, whether Congress will establish that ground, or establish service only, or some other ground—that is, that he needs it or does not need it——

Mr. ROBSION (interposing). We have that. That is covered by section 2.

Dr. McDILL. That is covered by section 2.

The CHAIRMAN. Not quite. You say whether he needs it or not, but Mr. Robsion was asking about the disability. There are many people who are not disabled, but who need training.

Dr. McDILL. I am not making it a question of disability but of need for it.

Mr. ROBSION. I am asking you to define the basis of it. If they ought to have training, what would be your basis for it?

Dr. McDILL. I would not like to say. I could not give an opinion on that now, although I have been thinking on those things half of my life. I am not prepared to give an answer to that.

Mr. ROBSION. You are in the medical section and have been thinking of these things all your life, and yet can not give an opinion. That makes it difficult for a man like myself.

Dr. McDILL. I have wasted a lot of time, so I have been told, thinking about the possibility of recovering approximately 30 per cent of our population from a physical, mental, and economic subnormal condition and placing them back in remunerative employment.

Mr. ROBSION. I do not think that is wasting time, to help in recovering one-third of our population. So, you would not define what men should have training?

Dr. McDILL. No, sir; I would think over that.

Mr. ROBSION. Suppose we did away with section 2 and gave all of the men training that the law now would give training to under both sections 2 and 3, how many men would that cover, do you think?

Dr. McDILL. Making it a question of physical disability due to service?

Mr. ROBSION. No. Under the present law you can under certain conditions give training under section 2 but can not give it under section 3, and in other cases you could give it under section 3. Now, suppose you put it all under section 2?

Dr. McDILL. Up to the 15th of last month, I think Mr. Munroe said, 58,000 were approved under section 2 and 38,000 under section 3, or 94,000 in all. Section 3, however, is not yet complete by any means, and I understand that 100,000 cards were prepared by the Bureau of War Risk Insurance of men receiving compensation and sent to the districts in order to notify the men who were not in section 2 that they were entitled to section 3.

Mr. ROBSION. Does not your department deal with the question as to the men who are disabled, vocationally handicapped, etc.?

Dr. McDILL. The Medical Department——

Mr. ROBSION (interposing). You have the data on that question.

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Dr. McDILL. The Medical Department deals with six or seven important points on which the board must pass before putting men in training and after they are in training.

Mr. ROBSION. But you have that data in your department. Now, how many men do you think would be entitled to section 2 training if you put section 2 and section 3 together? I do not mean how many would take it, but how many would be entitled to it.

Dr. McDILL. I understand you to say if you abolish section 3?

Mr. ROBSION. Yes; or put it in section 2 and give them all section 2 training?

Dr. McDILL. I can not say. Those are figures that you could get from the War Risk Bureau; that is, of all that are getting compensation. They are not in section 2, but would come in. They are not now in that section. Then, there is the great unknown load that time will develop.

The CHAIRMAN. I think it was stated that the number of replies was 206,000.

Mr. ROBSION. How many men do you think would be entitled to training if you had it all upon the basis of 10 per cent disability?

Dr. McDILL. The records of the War Risk Bureau would show.

Mr. ROBSION. We want to know what it would be.

Dr. McDILL. I do not know. I understand that 100,000 of those cards have been prepared.

Mr. ROBSION. Could you make an estimate, or would you be willing to make an estimate of that?

Dr. McDILL. According to your question, it would be all who are getting compensation from the War Risk Bureau, and that is a matter of statistics.

Mr. ROBSION. You do not have them?

Dr. McDILL. No, sir. If I may say in completion of my answer to your question, and as I was going on to say, I can not imagine any better financial investment for the Government, to put it on that basis, than to train men simultaneously mentally, physically, and economically. In dollars and cents the deferred dividends will probably be the largest of any business in the world.

The CHAIRMAN. Would it be unfair to the severely wounded men to train first one who is slightly wounded?

Dr. McDILL. I feel that it would. Consider the case of the man who was wounded the first day of the war and has been in hospital for two years: He comes before my staff for examination, and we find that he has no physical disability which constitutes a vocational handicap. On the other side of the picture there is a man who was, perhaps, discharged in a few days from the service at the camp, or from the draft, and he can prove that he has a temporary major vocational handicap, and he goes out into a four years' course. They will see him through with it, according to the present feelings of the board. Now, there is something wrong about that. We can not find anything wrong with the man who has been through two years of trial, illness, and sickness under the law.

The CHAIRMAN. The committee will have to recess until 2 o'clock. Are you through with your statement?

Dr. McDILL. Yes, sir; I am quite through.

The CHAIRMAN. We are very much obliged to you.

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Dr. McDILL. If the committee will allow me to submit four concurrent orders that define the relations of the medical section to the Public Halth Service, I will be glad to do it. They show precisely our relations. In this connection I wish to say that every line of these orders are alive for work, and every officer of each service cooperates.

The CHAIRMAN. That may be inserted in the record.

(The matter referred to is as follows:)

Instructions No. 67.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR
DISABLED SOLDIERS, SAILORS, AND MARINES,
Washington, November 22, 1919.

From: Chief Division of Rehabilitation.
To: All district vocational officers (attention district medical officers).
Re: Status of Public Health Service officers assigned for duty with the Federal board.

DEAR SIR: 1. Hospital Division Circular No. 16, issued by the Surgeon General of the United States Public Health Service, November 17, 1919, and approved before publication by the Chief of the Division of Rehabilitation is adopted and will be in effect as instructions of this board.

Very truly, yours,

UEL W. LAMKIN,
Chief Division of Rehabilitation.

Hospital Division Circular No. 16.

PERSONNEL OF PUBLIC HEALTH SERVICE ASSIGNED TO SPECIAL DUTY WITH THE FEDERAL BOARD FOR VOCATIONAL EDUCATION.

TREASURY DEPARTMENT,
BUREAU OF PUBLIC HEALTH SERVICE,
Washington, November 17, 1919.

To commissioned officers, acting assistant surgeons, and others concerned:

1. To make for efficiency and economy through a single field organization to perform the work of three allied Government bureaus, and to make but one contact for medical purposes with disabled soldiers, sailors, and marines, a communication to the Federal Board for Vocational Education from the Surgeon General to the Public Health Service, dated July 29, 1919, followed by a conference with the board on August 5, 1919, resulted in the appointment of the medical personnel of the board in the Public Health Service and of their detail for special duties with the board.

2. The duties of officers so assigned will be prescribed by the board, through its chief medical officer, in accordance with the needs of its work in the rehabilitation of disabled soldiers, sailors, and marines. The relations to the Public Health Service of these officers will be those of other officers to the service as far as pay, allowances, and general discipline is concerned, except that such officers will not be ordered to other stations, without their consent, unless for reasons of great public necessity. Such officers, when not fully occupied with the work of the Vocational Board, will, with the consent of the district vocational officer, perform such duties in connection with the care and treatment of patients as they may be directed by their superior officers in the Public Health Service.

3. The district organizations of the board correspond to those of the Public Health Service and the Bureau of War Risk Insurance; the work of the board and of the Public Health Service for their mutual beneficiaries is being more and more decentralized, so that the relations of all officers of the three services can not be too close and harmonious for the good of the service, and now that all are in the Public Health Service such cooperation is assured.

4. Each board district office is in charge of a district vocational officer (a layman) and its medical section is composed of one district medical officer in

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charge and as many assistant district medical officers as needed, and all are, for purposes of internal management, under the direction of the district vocational officer, who is in turn responsible to Washington.

5. The lines of authority, however, of the district supervisor and his staff run through the Hospital Division to the Surgeon General, and those of the district medical officer and his staff are through the chief medical officer to the Surgeon General where medical affairs are concerned; but in matters of board administration and regulations the channels are from the district medical officer through the district vocational officer, through the Chief of the Division of Rehabilitation in Washington, to the chief medical officer, and, when necessary, to the Surgeon General.

6. Correspondence between the district medical officers and the district supervisors will be direct and it is expected and desired that practically all questions, covered by bureau and board orders from Washington, will be settled between them without reference to headquarters. Suggestions that may benefit the service are invited from all concerned.

Respectfully,

RUPERT BLUE, *Surgeon General.*

Instruction No. 37.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR
DISABLED SOLDIERS, SAILORS, AND MARINES,
Washington, October 4, 1919.

From: Chief Division of Rehabilitation.
To: All district vocational officers.
Re: Medical care of beneficiaries of the Federal board in cooperation with the Public Health Service.

1 Owing to a recent decision of the Attorney General, limiting medical care by the Public Health Service to men who are "patients of the Wark Risk Insurance Bureau," existing regulations are hereby amended and the following procedures will be observed in providing medical care for injury or disease not due to his own willful misconduct for each man in receiving stations or in training who requires such care to enable him to continue his course of training. When the question of a disease "due to his own willful misconduct" arises, it is understood that the burden of proof in such cases rests with the Government.

2. It will always be borne in mind that when medical care is needed, it must be arranged for without delay. To this end the United States Public Health Service will cooperate as per Circular Letter No. 188, September 30, 1919, Treasury Department, Bureau of Public Health Service, "so far as facilities are available." This Circular Letter No. 188 was approved by this board and is hereby made a part of these instructions and these instructions have been approved by the Surgeon General of the United States Public Health Service. It will, therefore, be the duty of any district officer handling a case needing medical care to ascertain, preferably by telephone, if the Public Health Service has the necessary facilities available, by communicating first, if practicable, with the office of district supervisor and, if a prompt and satisfactory answer is not obtainable for any reason, then second, with the nearest Public Health hospital or other place where that service has a contract. If facilities are available, instructions in Circular Letter, Public Health Service No. 188, will govern. Whenever a man refuses to accept the medical care offered him at a regular Public Health Service hospital, or a marine hospital, and in the opinion of the district medical officer there appears to be some justification for such refusal, the man may be given the choice of a hospital where the Public Health Service has a contract with a civil hospital, and in such case the board will pay the hospital charges whether the man is a beneficiary of the War Risk Insurance Bureau or not. This choice is to be allowed only in exceptional cases.

3. If no Public Health Service facilities are available, the case will be referred to any hospital with which the Federal board has an arrangement for ward-bed care only, at a per diem rate which includes medical and surgical attendance, nursing, and ordinary medicine; the usual extras will be paid for, such as the use of operating room, X-ray and ambulance service.

4. Provision for medical care, when facilities of the Public Health Service are not available, will require that definite arrangements in writing be made as soon

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as possible by the district medical officer with the best available civil and private hospitals, sanatoria, dispensaries, clinics, and laboratories in all centers of population in the district. Excellent agreements have already been effected in several districts with general and special hospitals for care in ward beds, including all medical and surgical attention, for a per diem rate of from $2 to $3, the only extras being a small fee for use of operating room and X ray. A number of public utilities have even placed their facilities at the disposal of the board without charge, or for nominal fees to cover actual costs. If the approach to these organizations is carefully planned, the result is almost always satisfactory. It is advisable to have arrangements with several hospitals, etc., in large centers.

5. However, whenever in the judgment of any medical officer even a short delay might result in loss of life, health, or limb, a patient will be sent at once to the nearest reputable hospital with instructions to give the needed attention at the expense of the board. The board, however, will not pay unreasonable charges for medical or surgical care of emergency cases.

6. The above will provide for all classes of sickness for which the board assumes responsibility for medical care. The intent of the laws governing the care of discharged disabled service men seems to be that the Public Health Service shall eventually give all such hospital and other care as may be required, and it is the desire of the Public Health Service to do so. Consequently, the board regards any medical service that it sets up now as provisional only and intended to fill any gaps pending the extension of the Public Health Service to enable it to meet every requirement. The board desires that, as soon as possible, the Public Health Service shall assume the whole burden of the medical care of its beneficiaries.

7. Applicants for training, in the investigation status, who are not entitled to the benefits of the Public Health or Bureau of War Risk Services who are sick and who have not made application for compensation or do not wish to make such application for any reason, will be referred to the American Red Cross or other agency for any needed medical care.

8. The most perfect medical care is now found only in modern hospitals where the ward patient, paying $2 to $3 per day, and even the free patient, receives care as good as, and often better than, the one who may pay $15 a day. As there is practically no case of sickness which can not be moved with complete safety from his home to a hospital in the same city, the board can not authorize the special and very expensive arrangements necessary to care for a man at his home. However, when transfer to a hospital of an acute case of illness involves railroad or other long travel which might, in the opinion of the doctor in attendance be inadvisable, the case may be treated at home at the expense of the board until such time as transfer to hospital is feasible. During such care the expense authorized by the board for medical attendance shall not exceed $3 per day, and for any necessary special nursing care it shall not exceed $5 per day. Whenever a man or his friends demand extra medical or extra nursing care, unless such care is deemed absolutely necessary by the physician in charge, such extra expense must be borne by the patient. The board will reimburse the hospital, or medical attendant if treatment is at home, for the amounts above authorized, or for the rates specially arranged for in the case of institutions. Those few men who do not desire compensation, and who object even to filing a claim on Form 526, B. W. R. I., should be persuaded to execute this form, even though not intending to go further with the matter. They could then be given medical care as applicants in a sub judice status; also, they should be assured that the record of such a claim might be of inestimable future value to them.

9. The expense for examination of the eyes to determine errors of vision plus the cost of corrective glasses and the frame in excess of a total of $9 will not be allowed.

10. Expense for dental work, when not furnished by the Public Health Service, is authorized up to $30 whenever, in the opinion of the district medical officer, or other authorized person, such work is necessary in order that the man may continue his training.

11. Whenever a sick man needs transportation as provided for in Public Health Service Circular Letter No. 188, paragraph 4, it will be furnished by the D. V. O., either directly to the man himself or the necessary transportation requests will be furnished to the district supervisor or to the hospital, as the case may be.

12. Whenever, in the judgment of the D. M. O., the illness of any man is disabling longer than the 30-day period now allowed by regulations, the time

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may be extended accordingly and he will not be suspended from a training status except upon the recommendation of the D. M. O.

13. (Provided in recent legislation.)

14. A sample copy of the hospital admission card, United States Public Health Service Form 1971–D, referred to in paragraphs 1 and 2 of Public Health Service Circular No. 188, is inclosed. A rubber stamp will be made to serve this purpose, and will have the following legend: "Federal Board for Vocational Education, Division of Rehabilitation. Authority of Public Health Service Bureau Circular Letter No. 188, September 30, 1919, and Federal Board for Vocational Education Instructions, No. 37, October 4, 1919." The D. M. O. will procure a supply of these cards and a list of hospitals and relief stations from the district supervisors.

15. All concerned are enjoined to carefully study the terms and intent of this cooperative arrangement in order to effect as smoothly working system as possible, to the end that every sick man shall get immediate attention whenever possible. If a man refuses all assistance offered a full report of the circumstances will be made to central office.

JOHN R. MCDILL,
Chief Medical Officer.

Approved October 3, 1919.

UEL W. LAMKIN,
Chief Division of Rehabilitation.

Bureau Circular Letter No. 188.

TREATMENT OF DISABLED MEN WHILE UNDERGOING TRAINING BY THE FEDERAL BOARD FOR VOCATIONAL EDUCATION.

TREASURY DEPARTMENT,
BUREAU OF UNITED STATES PUBLIC HEALTH SERVICE,
Washington, September 30, 1919.

To commissioned medical officers, acting assistant surgeons, and others concerned:

1. You are advised that the Secretary of the Treasury has authorized the treatment in marine hospitals, Public Health Service hospitals, contract hospitals, and relief stations of this service of disabled men discharged from the military forces who have entered upon and are undergoing a course for vocational training. Treatment in each instance is to be furnished upon the request (Form 1971–D) of the district officers of the Federal Board for Vocational Education, so far as facilities are available.

2. After the district officers of the Federal Board for Vocational Education have ascertained, preferably by telephone, whether facilities are available, they are authorized to use for this purpose the hospital admission card, United States Public Health Service (Treasury Department, United States Public Health Service Form 1971–D). This card will be given to the man, who will be directed to present it to the designated hospital or relief station, and a copy will be sent immediately to the district supervisor of the Public Health Service. In using these cards it is understood that the Federal board officers will strike out the words "For examination only," will insert under "Class" the letters "F. B. V. E.," and will sign over their official title.

3. A distinction should be made between War Risk beneficiaries and beneficiaries of the Federal Board for Vocational Education. Discharged men from the military forces who have entered upon and are undergoing a course for vocational training are entitled to treatment as beneficiaries of the War Risk Insurance Bureau for any injury or disease contracted prior to discharge, or for which they have previously received treatment while in the military service, or if the present disability can reasonably be connected with a former injury or disease incurred in the military service prior to discharge.

4. Disabled men discharged from the military forces who have entered upon and are undergoing a course for vocational training, and who are in need of treatment for an injury or disease which is in no way connected with their military service, may receive such treatment at all relief stations of the Public Health Service at the expense of the Federal Board for Vocational Education, and separate vouchers headed "Federal Board for Vocational Education" should be rendered for the care of such patients through the Bureau of the

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Public Health Service for direct payment by the Federal Board for Vocational Education. Transportation, when necessary, to and from a hospital, for such cases will be furnished by the Federal Board for Vocational Education.

5. At stations of the first class (marine hospitals and Public Health Service hospitals), a charge of $1.50 per diem for each patient shall be made, and repayment accounts, Forms 1928 or 1929, as the case may be, should be rendered the Bureau of the Public Health Service in duplicate. If expenditures are incurred for articles or services under contract, such as X-ray or ambulance service, bills should be rendered on Form 1949, in favor of the payee, and transmitted through this bureau for direct payment by the Federal Board for Vocational Education. Such vouchers should be headed "Federal Board for Vocational Education." Charges covered by repayment accounts, Forms 1928 and 1929, should be taken up on the monthly report of relief furnished foreign seamen and other pay patients, Form 1927, but expenditures covered by vouchers forwarded for direct payment should not be taken up on Forms 1927 and 1955.

6. At places where the service has a contract, the per diem charge for each patient shall be the contract rate. Vouchers should be rendered on Forms 1928 and 1949, as the case may be, and headed "Federal Board for Vocational Education." They should be signed by the payee and certified by the medical officer in charge of the station, and must be accompanied by the original or copy of request for treatment in each case. Only one request is necessary regardless of the length of time a patient remains under treatment. Vouchers should be rendered promptly at the end of each month. Such vouchers should include not only charges for hospital care and treatment, but miscellaneous services under contract, such as ambulance and X-ray service, use of operating room, etc. Expenditures covered by such vouchers should not be taken up on the monthly report of relief furnished foreign seamen and other pay patients, Form 1927, an dmonthly schedule of encumbrances, Form 1955.

7. Where out-patient treatment is furnished, repayment accounts, Form 1929, should be rendered to the bureau in duplicate covering such treatment at $1 per visit, and these items should be taken up on monthly report of relief furnished foreign seamen and other pay patients, Form 1927.

8. Treatment of the above class of patients is to be made in each instance upon the written request, as provided in paragraphs 1 and 2, of the district vocational officer of the Federal Board for Vocational Education, so far as facilities are available. This applies to all relief stations of the Public Health Service.

9. Differences of opinion between the Federal board and the Public Health Service as to whether the board should bear the expense of medical care in any particular case, should be settled whenever possible by conference between the district vocational officer or the district medical officer and the district supervisor of the Public Health Service.

10. When the man is about to be discharged from hospital, the officer in charge will notify the district vocational officer and request instructions as to his disposition.

11. A list of hospitals, relief stations, and other places where the service has a contract, a supply of Form 1971–D will be furnished by the district supervisor on request.

Respectfully,

RUPERT BLUE, *Surgeon General.*

Instructions, No. 38.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR
DISABLED SOLDIERS, SAILORS, AND MARINES,
Washington, October 10, 1919.

From: Chief Division of Rehabilitation.
To: All D. V. O.'s and all D. M. O.'s.
Re: Physical examinations in cooperation with the United States Public Health Service.

1. These instructions supersede all previous instructions in conflict therewith. They are issued in concurrence with Public Health Service Circular Letter No. 6, October 10, 1919.

2. In dealing with disabled persons discharged from the military or naval services of the United States it is the desire of the United States Public Health

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Service (P. H. S.), the Bureau of War Risk Insurance (B. W. R. I.), and the Federal Board for Vocational Education (board) to cooperate in the closest manner possible under the laws, and to so coordinate their activities as to insure the greatest efficiency and economy for the Government and the least inconvenience to the disabled person. The district medical officers (D. M. O.'s) of the board will be guided by the above principles in securing physical examinations of applicants for vocational training, and will arrange the details of working plans with the district supervisors (D. S.) of their respective districts so that all unnecessary duplication of effort and expense may be avoided.

3. The D. M. O. is to keep himself informed of the facilities at the command of the P. H. S. for making both routine and specialist's examinations. This information will be furnished by the D. S. and will include the names and addresses of all P. H. S. officers making examinations for the B. W. R. I. in his district.

4. When the D. M. O. finds that the medical data in the case of any applicant are missing, incomplete, or unsatisfactory, and if the applicant has presented himself in person at the district office, he will cause an examination to be made at the time in the district office and fill out a report on Form B.

5. If the applicant is not present, he shall send to the district supervisor for the reports on the case. As all persons applying for compensation from the B. W. R. I. must be examined in the first instance, and all persons receiving temporary ratings are reexamined at stated intervals, recent reports of the physical condition of these men may nearly always be obtained on application to the D. S.

6. If these reports are complete and reasonably recent they should be accepted in lieu of Part II of Med. B, and should be pasted therein as an insert, and no further examination of the man should be demanded. The time in which a report ceases to be "reasonably recent" depends on the disability involved; thus, a report on a tuberculosis case is valueless if over 30 days old, while a report on an amputation case is valid indefinitely provided there is no concomitant disability. A "complete" report should contain sufficient data to enable the D. M. O. to determine—

(*a*) Whether there is (reasonable presumption) that the man has a disability due or traceable to service or aggravated thereby;

(*b*) The degree of vocational handicap; and

(*c*) That the physical and mental conditions are such as to render training feasible in the suggested occupation.

An applicant can not be accepted for training unless the report fulfills these three requisites. Note that the D. M. O. must determine these points; the opinion of the examiner is desirable but not essential.

7. If the report obtained is not complete as specified above a request will be sent to the D. S. for a supplementary report in regard to the missing particulars. If for any reason this information is not obtainable from the D. S. or if the D. S. has no report, and the applicant lives near by, he should be brought to the district office for examination.

8. If the examination by specialists is required a request therefor should be made of the D. S. The P. H. S. will make such examinations for which it has facilities, the expense thereof, if any, being charged to the board, unless the expense can properly be borne by the B. W. R. I. If the P. H. S. has no facilities, the D. M. O. will arrange for these examinations at the expense of the board.

9. A new form, "Med. D.," for reporting physical examinations has been issued which contains all information desired by the board and the B. W. R. I. A supply of this form should be mimeographed by each district office, and it should accompany all requests for examinations made at a distance from the district office. Circular etters 560 and 561 should be used in connection with Med. D. Form Med. D. and Circular Letter 560 have been approved by the Surgeon General of the P. H. S.

10. If the applicant lives at a distance from the district office he should be sent to the nearest B. W. R. I. examiner, using circular letter 560 with Form Med. D, and an addressed penalty envelope as inclosures. These must be sent through the D. S. for his indorsement. If the examiner is paid a salary by the P. H. S. he will make the examination and report without charge. If the examiner is paid by fee by the B. W. R. I., and the applicant is not a prospective or actual beneficiary of the B. W. R. I., the board will pay the fee for this service to the examiner on vouchers prepared by the D. S. If transportation is necessary the board will furnish the same. The D. V. O. will supply the D. S. with a book of blank transportation requests for this purpose which can also be used

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for sending men needing medical care to and from hospitals as contemplated in instructions 37, paragraph 11.

11. When the applicant for training lives at a distance from the district office, and no examiner of the P. H. S. is accessible or available, the D. M. O. should send him to a designated physician near at hand with C. L. 561 and Form Med. D. On the receipt of a report on Form Med. D, the D. M. O. will have typewritten copies made in quadruplicate. One will be sent to the central office, one will be retained in the district office, and two will be sent to the D. S. If the diagnosis has not been entered in conformity with the nomenclature of the P. H. S. the D. M. O. will add the same in parenthesis with his initials, provided it is self-evident. If not, he will write the examiner for further information.

12. The D. M. O. should "tickle" all requests for examinations for a date when answers can reasonably be expected. Inquiry should be made by phone, if possible, of the D. S. concerning delays and the request again "tickled." Quick action is vital. The spirit of all regulations is prompt service to the disabled man.

13. The D. M. O. should not wait for the P. H. S. if machinery and facilities are not available or not immediately responsive. If a man needs attention, give it to him. "Get it done."

JOHN R. McDILL,
Chief Medical Officer.

Approved October 8, 1919.

UEL W. LAMKIN,
Chief Division of Rehabilitation.

Hospital Division. Circular No. 6.

EXAMINATION OF DISABLED MEN FOR THE FEDERAL BOARD FOR VOCATIONAL EDUCATION.

TREASURY DEPARTMENT,
BUREAU OF THE PUBLIC HEALTH SERVICE,
Washington, D. C., October 10, 1919.

To commissioned officers, acting assistant surgeons, and others concerned:

1. This circular supersedes bureau circular letter No. 149, December 30, 1918; bureau letter, August 11, 1919; bureau circular letter 179, August 28, 1919; and bureau letter, October 3, 1919.

2. Instructions No. 38, October 10, 1919, of the Federal Board for Vocational Training are attached hereto, and, in so far as they refer to duties of officers of the Public Health Service, are made part hereof.

3. The United States Public Health Service (P. H. S.) and the Bureau of War Risk Insurance (B. W. R. I.) in their desire to cooperate with the Federal Board for Vocational Education (board) in procuring examinations of disabled men applying for training by that board, have gladly assumed the added responsibility on account of its great importance. This is not only a proper function of the service, but it is a distinct advantage to the Government and to the disabled men. Each district supervisor (D. S.) is expected to cooperate with the district medical officer (D. M. O.) of the Federal board of his district for making these examinations in the promptest and most expeditious manner, according to these instructions, which have been drawn up in cooperation with the board and are based upon its needs as far as the P. H. S. and B. W. R. I. laws permit. The board's instructions No. 38, concurrent with this circular, have the approval of the Surgeon General, and its provisions will be observed in connection with this circular.

4. When requested by the D. M. O., the D. S. will cause an examination to be made of any person, regardless of status, placing him for a few days, if necessary, in hospital for observation, or special examination. If the patient has been in a contract hospital, a bill should be made out on Form No. 1926 for transmission through the Bureau P. H. S. to the board for payment at the contract rate for the number of days he has been at the hospital. If the man has been in a marine or P. H. S. hospital, repayment account should be rendered on Form No. 1928 at the same rate as is charged in T. D. 38051 for foreign seamen, and the names of such persons reported on monthly Report of Relief Furnished Foreign Seamen or Other Pay Patients, Form No. 1927. All papers

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concerning the above, including vouchers, relief certificates, and hospital permits, should be headed "Federal Board for Vocational Education."

5. The District Supervisors are authorized to nominate and place on duty such additional medical officers and clerical help as may be necessary to perform this work expeditiously, but attention is called to the fact that definite and specific information is necessary for the approval of all plans, proposals, and recommendations submitted.

6. Hereafter, all physical examination reports made for the B. W. R. I. will be made in quadruplicate, one copy of the report to be sent to the Chief Medical Advisor, Bureau of War Risk Insurance, direct, and the other three copies to be filed in your office. You will retain one copy for your permanent office file so that eventually the service will be in possession of a medical abstract of all cases examined by it. The other two copies will be held pending request for the same by the Federal Board for Vocational Education.

7. These reports should contain sufficient information to enable the D. M. O. to determine:

(*a*) Whether there is a reasonable presumption that the applicant has a disability due or traceable to his military service.

(*b*) The degree of his vocational handicap resulting from the disability.

(*c*) That his physical and mental condition renders training feasible.

If the report does not contain sufficient data the D. M. O. will be obliged to obtain it and on his request the D. S. will render a new or supplementary report, supplying the missing data if possible.

8. When the D. M. O. desires an examination of an applicant who lives at a distance from the district office he is required by his instructions to send a letter to the applicant directing him to go to the nearest available P. H. S. examiner. This letter will be sent through the D. S. who will indorse the same and mail it to the applicant. The examiner making the examination will mail his report to the D. S., who will cause typewritten copies to be made and furnish two of the same to the D. M. O.

9. The D. M. O. of each district is required by his instructions to employ a civilian physician for making examinations in places where a P. H. S. officer or B. W. R. I. examiner is not available or accessible. The D. S. will therefore keep the D. M. O. informed of the names and addresses of all P. H. S. officers engaged in making examinations in his district

10. Transportation expenses and fees for examinations of such applicants will be charged to the B. W. R. I. when they are proper charges against that bureau. The board will furnish the D. S. with books of transportation requests for use in such cases as are proper charges against the board. Fees, when charged by B. W. R. I. examiners working on fee basis will be paid by the board. The bills for these fees will be attached to the report mailed to the board.

11. It will be noted that the vocational rehabilitation act extends its benefits to all persons who have a disability incurred in, or increased or aggravated by, or traceable to service in the military or naval forces of the United States. It will therefore be necessary to examine all applicants specified by the act who were separated from the service under honorable conditions since April 7, 1917.

Respectfully,

RUPERT BLUE, *Surgeon General.*

Hospital Division, Circular No. 25.

INSTRUCTIONS GOVERNING VOCATIONAL TRAINING.

TREASURY DEPARTMENT,
BUREAU OF THE PUBLIC HEALTH SERVICE,
Washington, January 3, 1920.

To Medical Officers in charge United States Public Health Service stations, and others concerned:

The following instructions will be observed when beneficiaries of the United States Public Health Service desire to avail themselves of vocational training while patients in the hospitals of the service, under the arrangement between the Public Health Service and the Federal Board for Vocational Education.

A training officer of the Federal Board for Vocational Education will survey the patient desiring training, to determine the mental fitness to receive the

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training desired. The report of this survey will be sent to the medical officer in charge, who, having determined the physical condition of the patient by examination, and recorded the findings in the case history, will return the survey to the training officer, by indorsement, expressing an opinion as to the general character and daily hours of work the patient is believed to be capable of performing. If the patient is to undertake training, Form 1973–E will be completed and indorsed "To the Federal Board for Vocational Education," and sent to the training officer with the survey.

Form 1973–E will be completed as above directed and forwarded to the training officer on the 1st of each month thereafter, and no patient of a Public Health Service hospital may be given vocational training under the Federal Board for Vocational Education unless this form, properly completed and signed by the medical officer, for the current month is on file with the training officer having supervision of the training.

The training officer of the Federal Board for Vocational Education to whom the patient is assigned for training will enter the specific kinds of work in which the patient is engaged and the number of hours employed daily, on Form 1973–D and Form 1973–E. Form 1973–D will be returned to the medical officer on the last day of each month, as directed by instructions for the use of these forms.

Patients in Public Health Service Hospitals taking vocational training under the Federal Board for Vocational Education remain under the jurisdiction of the Public Health Service and while actually attending classes have the status of patients "on pass."

Each patient in a hospital of the service who is receiving vocational training under the Federal Board for Vocational Education, will be observed carefully each day, and if the physical or mental condition is in any way impaired by, or during the period of, such training, the training will be discontinued immediately and the training officer notified as to the cause and probable duration of the absence of the patient. The training will not be resumed until, in the opinion of the medical officer, the physical and mental condition of the patient is such as to justify continuance.

Respectfully,

RUPERT BLUE, *Surgeon General.*

Hospital Division Circular No. 41.

VOCATIONAL TRAINING IN THE HOSPITALS OF THE SERVICE.

TREASURY DEPARTMENT,
BUREAU OF THE PUBLIC HEALTH SERVICE,
Washington, March 6, 1920.

To medical officers in charge United States Public Health Service, and others concerned:

The Bureau of the Public Health Service and the Federal Board for Vocational Education have adopted a joint plan whereby beneficiaries of the Public Health Service, who are beneficiaries of the Federal Board, and whose mental and physical condition permits, may begin vocational training while in the hospitals of the service, in order that economic rehabilitation may go on simultaneously with physical restoration. In furtherance of this plan, under departmental authority dated December 22, 1919, medical officers in charge of stations of this service are authorized to assign space not required by the Public Health Service for school and shop purposes of the Federal Board for Vocational Education.

Authority to furnish quarters and subsistence for instructors of the Federal Board for Vocational Educational at stations of the service may be granted by the Surgeon General upon recommendation of the medical officer in charge. Such quarters will not exceed one room for each instructor and will be furnished without cost, if available and desired, but no allowance in lieu thereof may be granted. The instructors so furnished quarters may not exceed approximately 5 per cent of the number of patients taking training under the Federal Board for Vocational Education. The cost of subsistence, if furnished, will be reimbursed to the proper service appropriation according to regulations.

In accordance with the foregoing, the medical officers in charge will report as soon as practicable the amount of space which is available for the use of the Federal Board for Vocational Education. This space should be pleasant,

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well lighted, well ventilated, on the ground floor if possible, and equal to approximately 10 per cent of the bed space of the hospital.

The space assigned and the instruction therein will be considered separate and apart from all other activities of the hospital except that it will be under the general supervision of the medical officer in charge, and will be inspected and maintained, as is other Government property on the reservation.

As soon as these data are received the Federal Board for Vocational Education will be authorized by the Surgeon General to send representatives to such stations where conditions warrant to determine by survey the educational fitness of patients for training in the vocations desired. The medical officer in charge of the hospital will determine whether the physical and mental condition of the patient desiring training will permit such survey to be made or such training to be given the patient and otherwise comply with the instructions in Hospital Division Circular Letter No. 25, dated January 3, 1920.

The Federal Board for Vocational Education will furnish the necessary instructors and equipment. These instructors while teaching in the hospitals will be under the general administrative regulations of the Public Health Service and will, when requested, assist by advising in occupational therapy or in any way possible.

The training instituted by the Federal Board for Vocational Education is educational and vocational in character, and should not be confused with occupational therapy which is an activity of this service and consists of diversional occupations for curative purposes.

Patients will not be held in the hospitals of the service for training purposes after they are sufficiently recovered to warrant discharge.

Full cooperation between the officers and personnel of the service and the representative of the Federal Board for Vocational Education is desired as tending to promote the welfare of the patients and the morale of the station.

Respectfully,

J. C. PERRY,
Acting Surgeon General.

FOLLOW-UP OBSERVATION AND CARE OF BENEFICIARIES OF THE FEDERAL BOARD FOR VOCATIONAL EDUCATION.

TREASURY DEPARTMENT,
BUREAU OF PUBLIC HEALTH SERVICE.
Washington.

To commissioned officers, acting assistant surgeons, and others concerned:

1. In furtherance of the policy expressed in Hospital Division Circular No. 16, dated November 17, 1919, the district supervisors and their subordinate personnel shall be held to be the field medical representatives of the Federal Board for Vocational Education for the follow-up observation and medical care of beneficiaries of that board who are undergoing training or who, after discharge from hospital or other treatment as patients of the Public Health Service, are awaiting training and are in need of periodical advice and instruction concerning their disease, work, recreation, food, rest and sleep, in order to prevent relapse or recurrence of their disease or disability, as herein outlined.

2. In each district there will be a vocational medical officer who, with his subordinate personnel, will operate in the office of, and under the direction of the district supervisor for the purpose of carrying out the provisions of these instructions, and who will act in the capacity of liaison officer between the district supervisor and the district medical officer of the board. The chief medical officer of the board will recommend or nominate a suitable physician for this position.

3. District supervisors are authorized to nominate and place on duty full or part time acting assistant surgeons, and to request of this bureau a detail of such nurses, at training centers of the Federal Board for Vocational Education as may be necessary to perform this work. Letters of nomination of acting assistant surgeons should show the nature of the work to be performed and the approximate numbtr of beneficiaries of the Federal board undergoing training. The district supervisor will confer with the district medical officer of the Federal Board for Vocational Education, who will be expected to assist the district supervisor in securing medical officers and to advise as to the number required at cities and towns where the board has men in training. He will also advise the district supervisor of the probable amount and nature of the work

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to be done, on which the district supervisor can determine and recommend appropriate compensation. Medical officers so appointed, or already on duty for this work, will be considered as constituting relief stations of the Public Health Service, and they will be under the administrative control of the district supervisor.

4. The duties of medical officers appointed under this provision, or already on duty for this work, will consist of—

(*a*) The inspection and report of the working and living conditions of the students, and the supervision of the work of the nurses.

(*b*) The examination, at stated intervals, of all beneficiaries who have disabilities which render relapses or recurrences possible, and the rendering of reports on these examinations on forms issued by the board.

(*c*) The care and treatment of beneficiaries of the board undergoing vocational training, who report themselves sick to the proper Federal board officer, and are properly referred to the medical officer. This includes providing medical care for such beneficiaries in training as are taken sick at their homes only until other arrangements, such as placing patient in hospital, can be made. The procedure necessary for carrying out this provision will be arranged between the Federal board officer and the medical officer on duty at the training centers, subject to the approval of the district supervisor and the district medical officer.

(*d*) The examination, care, and treatment of other patients of the Public Health Service as may be necessary, complying with regulations and instructions governing same.

(*e*) The rendering of reports on all examinations, care, and treatment of beneficiaries of the Federal board and other patients of the Public Health Service on Forms 1971–E and F, as prescribed by Hospital Division Circular No. 20 and subsequent instructions relating thereto.

(*f*) The rendering of such other reports of all examinations made and the treatments given as shall be required by this bureau through the district supervisor. All reports shall be forwarded to the district supervisor, attention vocational medical officer.

5. A beneficiary in training may be entitled to examination, care, and treatment—

(*a*) As a claimant of the Bureau of War Risk Insurance, when the disease or disability was incurred in, or is incident to, military service, as stated in the war-risk insurance act, and when the provisions of this act have been complied with.

(*b*) As a beneficiary of the Federal Board for Vocational Education, when the disease or disability was not incurred in, or is not incident to, military service, nor is due to his own willful misconduct, under the regulations of the Federal board.

Medical officers will use reasonable care in determining the responsibility for any expense incident to the examination, care, and treatment, and forward such bills as are apparently chargeable to the Federal Board of Vocational Education, such as prescriptions, X-ray, ambulance, hospitalization, etc., to the district supervisor, attention vocational medical officer, without vouchering.

6. The district medical officer will furnish each month to the district supervisor a list of the men in training in each school or training station in his district compiled from statistical report of the board. The district medical officer will furnish to the medical officers on duty at training centers a brief of the medical history of each man needing follow-up observation, when so requested.

7. It is expected that unnecessary paper work will be omitted, and that district supervisors, district medical officers, and medical officers on duty at training centers will work together to see that reports are rendered on every man who needs observation, but that unnecessary reports will not be rendered on men who are not in need of observation. One report of physical examination will be made on each man in training on the prescribed form one month after training has commenced, or as soon thereafter as possible. Subsequent reports will be made at stated intervals only on men who have disabilities which render relapses or recurrences possible. All tuberculosis cases will be examined and reported on monthly. Other disabilities will be reported every 30, 60, or 90 days, as the case seems to require in the opinion of the medical officer or at the request of the district supervisor.

——— ———, *Surgeon General.*

(Thereupon, at 12 o'clock noon, the committee took a recess until 2 o'clock p. m.)

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AFTER RECESS.

The CHAIRMAN. The committee will please come to order.

TESTIMONY OF MR. SAMUEL N. QUILLIN.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. You may give your full name and you address to the stenographer.

Mr. QUILLIN. Samuel N. Quillin, temporary address, Ventosa Apartment, Washington; home address, Indianapolis, Ind.

The CHAIRMAN. Mr. Quillin, you are the auditor for the board, are you not?

Mr. QUILLIN. Yes, sir.

The CHAIRMAN. How long have you been there?

Mr. QUILLIN. My official relations began August 1, 1919.

The CHAIRMAN. That was after the rehabilitation work was entered upon?

Mr. QUILLIN. Yes, sir; that was after the passage of the last law.

The CHAIRMAN. You have been there ever since in the same position?

Mr. QUILLIN. Yes, sir.

The CHAIRMAN. There has been some question as to the payment of the bills of the board. Have you a statement of any sort to make?

Mr. QUILLIN. I can make a general statement.

The CHAIRMAN. It might be just as well for me to ask you some specific questions.

Mr. QUILLIN. Yes; I would be glad if you would.

The CHAIRMAN. There appeared before the committee a representative of the Columbia University and he stated he had difficulty in securing payment of the bills.

Mr. QUILLIN. I will confess I have never heard any of the testimony given here, because I have been busy in my particular line. I did not know that the Columbia University had made any specific charges, otherwise I could have brought their record card, and I can introduce that in evidence if it is desired by the committee.

The CHAIRMAN. I would like to have you do that.

EXHIBIT A.—*Vouchers received at central office, Federal Board for Vocational Education, Washington, D. C., in favor of Columbia University, New York, N. Y.*

Date received at central office.	Amount.	Paid.	Remarks.
Sept. 24, 1919	$95.00	Oct. 8, 1919	
Sept. 26, 1919	35.00	Dec. 3, 1919	
Oct. 2. 1919	.40	Oct. 31, 1919	
Do	11.60	Nov. 4, 1919	
Sept. 26, 1919	83.00	Dec. 16, 1919	
Oct. 3, 1919	468.00	Nov. 7, 1919	
Do	836.00	Jan. 13, 1920	
Oct. 8, 1919	35.00	Mar. 16, 1920	
Do	23.00	Mar. 22, 1920	
Oct. 10, 1919	3.00	Nov. 4, 1919	
Oct 13, 1919	29.00	Jan. 3, 1920	
Oct.25, 1919	30.25	Jan. 30, 1920	
Oct. 28, 1919	6.99	Dec. 1, 1919	
Do	7.30	Nov. 31, 1919	
Nov. 3, 1919	513.00	Dec. 16, 1919	

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EXHIBIT A.—*Vouchers received at central office, Federal Board for Vocational Education, Washington, D. C., in favor of Columbia University, New York, N. Y.*—Continued.

Date received at central office.	Amount.	Paid.	Remarks.
Nov. 11, 1919	$35.00	Dec. 16, 1919	
Do	18.15	Dec. 3, 1919	
Do	22.75	....do....	
Dec. 5, 1919	24.10	Mar. 23, 1920	
Do	5.00	Jan. 30, 1920	
Feb. 12, 1920	47.00	Mar. 10, 1920	
Do	31.60	Mar. 20, 1920	
Feb. 18, 1920	7,940.00	Mar. 16, 1920	
Mar. 23, 1920	1,388.00	Apr. 28, 1920	
Mar. 29, 1920	18.55	.....	Voucher returned to New York district office Apr. 15, 1920, for completion.
Do	12.69	.....	Voucher returned to New York district office Apr. 21, 1920, for completion.
Do	7.30	.....	Voucher returned to New York district office Apr. 15, 1920, for completion.
Apr. 10, 1920	27.00	.....	Held for contract.
Apr. 15, 1920	95.00	May 3, 1920	
Do	119.00	Apr. 27, 1920	
May 7, 1920	16,001.00	.....	Passed to disbursing office for payment. May 18, 1920. Covers school year Sept. 1, 1919, to May 14, 1920.

This includes all vouchers received at central office in favor of Columbia University up to May 15, 1920.

EXHIBIT B.—*Vouchers received at central office, Federal Board for Vocational Education, Washington, D. C., in favor of Columbia University Extension Teaching, New York, N. Y.*

Date received at central office	Amount.	Paid.	Remarks.
Mar. 1, 1920	$134.00	Mar. 22, 1920	
Do	47.00	Mar. 15, 1920	

This includes all vouchers received at central office in favor of Columbia University Extension teaching up to May 18, 1920.

EXHIBIT C.—*Vouchers received at central office, Federal Board for Vocational Education, Washington, D. C., in favor of Columbia University Press Book Store, New York, N. Y.*

Date received at central office.	Amount.	Paid.	Remarks.
Sept. 25, 1919	$1.06	Oct. 22, 1919	
Oct. 4, 1919	.30	Oct. 18, 1919	
Do	1.12	Oct. 23, 1919	
Do	42.64	Oct. 22, 1919	
Do	7.16	Oct. 23, 1919	
Do	9.79	Oct. 22, 1919	
Do	2.32	Oct. 18, 1919	
Oct. 7, 1919	4.51	Oct. 22, 1919	
Do	50.29	....do....	
Oct. 10, 1919	89.92	Oct. 31, 1919	
Oct. 28, 1919	4.29	Nov. 21, 1919	
Nov. 6, 1919	10.44	Dec. 1, 1919	
Do	8.92	....do....	
Nov. 28, 1919	6.21	Jan. 8, 1920	
Do	44.60	Jan. 14, 1920	
Do	13.85	Apr. 3, 1920	
Dec. 5, 1919	3.87	Apr. 5, 1920	
Do	17.46	.....	Voucher returned to New York district office Dec. 23, 1919, for completion.
Do	11.33	Jan. 8, 1920	
Dec. 9, 1919	47.05	Mar. 19, 1920	
Dec. 11, 1919	3.24	Mar. 22, 1920	
Do	2.53	.....do.....	

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EXHIBIT C.—*Vouchers received at central office, Federal Board for Vocational Education, Washington, D. C., in favor of Columbia University Press Book Store, New York, N. Y.*—Continued.

Date received at central office.	Amount.	Paid.	Remarks.
Jan. 29, 1920	$13.48	Mar. 22, 1920	
Mar. 1, 1920	3.61	do	
Mar. 20, 1920	54.35	Apr. 8, 1920	
Do	28.20	do	
Mar. 23, 1920	96.21	Mar 29, 1920	
Do	134.87	do	
Do	125.63	do	
Do	75.70	do	
Do	90.41	Mar. 30, 1920	
Mar. 25, 1920	3.40	May 3, 1920	
Mar. 27, 1920	2.25	Apr. 8, 1920	
Mar. 31, 1920	169.73	Apr. 10, 1920	
Do	746.20	May 7, 1920	
Apr. 15, 1920	1.25	May 4, 1920	
Apr. 16, 1920	693.83	May 6, 1920	
Do	31.74	May 3, 1920	
Dec. 9, 1919	350.56	Jan. 10, 1920	
Oct. 28, 1919	7.30	Nov. 21, 1919	
Do	6.99	Dec. 1, 1919	
Nov. 11, 1919	22.75	Dec. 3, 1919	
Do	18.15	do	
Oct. 3, 1919	836.00	Jan. 13, 1920	
Apr. 27, 1920	12.51	May 12, 1920	
Apr. 29, 1920	4.00	May 11, 1920	
May 8, 1920	12.26		Voucher returned to New York district office May 15, 1920 for completion.
Do	19.78		Do.

This includes all vouchers received in favor of Columbia University Press Book Store up to May 15, 1920.

Mr. QUILLIN. I will send that to you. There has been some considerable delay in the larger district offices up until we moved into our present quarters, which are over in Potomac Park; we moved there the 1st of February; before that there was some delay on account of the lack of room, lack of help, and all those things, but I did not know that the Columbia University was making any particular complaint.

The CHAIRMAN. The bursar of the university said that they had had some difficulty, and at that time there was, as I recall it, something like $11,000 unpaid, although I may be wrong as to the amount. Mr. Danielson, the bursar, said:

For the winter session they owe me approximately $15,600, and there were some disputed items, possibly $1,000 more. They paid $7,900 of that in February, since that statement was made. I believe that statement was $9.500 for the summer and winter session and $10,500 for the spring session, but that was not enough.

Mr. Sears asked this question:

This statement was made March 13?

Referring to a statement, I think, which was made by the New York Evening Post; and then Mr. Danielson said:

I hadn't our books written up at that time, and I have had them written up since.

Then Mr. Sears asked this question:

And you are now preparing this bill to send to them?
Mr. DANIELSON. I am.

It came out that Mr. Danielson had not presented the balance due up to the time that he appeared here, but he complained that he had

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Mr. ROBSION. Is it not generally considered that he has been promoting, in a sense, fraudulent schemes?

Mr. LYSONS. I can only say that my acquaintance with him is limited to this one transaction of this picture that was made through his office for the commission.

Mr. ROBSION. Did the district attorney's office of New York investigate Harvey?

Mr. LYSONS. Yes; according to the newspaper stories he was examined by the district attorney's office at the time he was in the Tombs.

Mr. ROBSION. Have you the report, as it appeared in the New York newspapers, of that investigation, covering the other matters? Have you such a report?

Mr. LYSONS. There were references to his activities in other matters, yes; I do not recall just what they were except that one was in the matter of an arrangement he had with the Armenian Relief Commission for the production of a picture called, I think, "Ravished Armenia," which has since been shown all over the country.

Mr. ROBSION. In that newspaper report of the investigation made by the district attorney's office did they have the picture of this fellow taken from the rogue's gallery?

Mr. LYSONS. Yes; there was a reproduction in one of the New York newspapers.

Mr. ROBSION. Have you that with you?

Mr. LYSONS. I have a clipping here; yes, sir.

Mr. ROBSION. I wish you would show that to me. What paper was that in?

Mr. LYSONS. It is either the Sun or the New York American; I do not recall which.

The CHAIRMAN. The American.

Mr. ROBSION. If the chairman of the committee thinks it proper I would like to have that report go in the record.

The CHAIRMAN. Is there any objection to that report going in?

Mr. DALLINGER. There is no reference in that article to the Vocational Board, is there? As I understand it, that refers to something else which he promoted for the raising of money.

Mr. ROBSION. It seems to be a general statement as to the sort of fellow Harvey is.

Mr. DALLINGER. I have no objection to its going in the record.

Mr. ROBSION. Your commission would not have had anything to do with Mr. Harvey if he had not been introduced to you and recommended by the Federal Board for Vocational Training?

Mr. LYSONS. That is the way we came to have the picture produced through him; yes.

Mr. ROBSION. You relied on what Dr. Prosser said about him?

Mr. LYSONS. Yes; the picture was to be produced for the Federal board and under the supervision of the Federal board, the features of the picture requiring the approval of Mr. Winslow, representing the Federal board, and as long as it was satisfactory to the board, of course, the commission had no further interest.

Mr. ROBSION. Your commission wanted to have personal charge of it and direct the person who might be suitable to the Vocational Board?

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Mr. LYSONS. Yes; the commission was interested in knowing that the money was properly spent, that the picture would be satisfactory and meet the purposes that it was intended to meet.

Mr. DALLINGER. Mr. Lysons, as I understand it, all you had to do or all the interest you had and the Elks had was that you kindly raised the money to pay for this form of publication?

Mr. LYSONS. Yes, sir.

Mr. DALLINGER. And you had nothing whatever to do with employing the parties who made the picture or who in any way promoted it?

Mr. LYSONS. No, sir. We had nothing to do with the persons who produced the picture; we appropriated the money for the production of the picture because the commission was convinced that it would be a worthy expenditure of money.

The CHAIRMAN. What did you say, Mr. Lysons, a moment ago about his refusal to make an accounting? Did you say that you were dissatisfied with the manner in which he was proceeding?

Mr. LYSONS. I meant to say that the commission had an understanding with Dr. Prosser, which is shown in a copy of a letter I have here, signed by Gov. Tener, as chairman of the Elks War Relief Commission, in which it is stated—this letter is addressed to Dr. Prosser:

> It will be necessary to provide, and have understood, an accounting of these moneys between your bureau and this commission and I, therefore, suggest that you send a member of your force to this office that we may arrange the detail and method of such accounting. It is further understood that these appropriations, or as much thereof as may be necessary, are available and to be disbursed subject to the approval of this commission, all of which, we trust, is satisfactory to you.

In accordance with that, I was directed by the commission to audit these accounts of moneys that were being put into this picture production, and being unable to get proper accounting, the commission then began closing up its arrangements and getting it off its hands.

The CHAIRMAN. Did you have any suggestion, aside from the character of the man, that the money was being misapplied, misappropriated, or wasted?

Mr. LYSONS. We were in this position: That we had no agreement with Mr. Harvey or contract and he took the position that this $50,000 was appropriated as a lump sum for the picture production and that unless he exceeded the $50,000 he would not be required to account for it.

The CHAIRMAN. Would you feel free to say whether, in your judgment, any of the money contributed or loaned by the Elks was misapplied or wasted?

Mr. LYSONS. You are referring to this picture production?

The CHAIRMAN. I mean in the use of the Elks funds by the board in any way.

Mr. LYSONS. Oh, no; the commission does not consider that any of the money has been misused in any of these funds.

The CHAIRMAN. However, if this man were wasting the money or misapplying it, operating under an agreement with Dr. Prosser, you would have a basis for that complaint?

Mr. LYSONS. Yes, that is true; but, as I stated a few minutes ago, the commission felt that this picture was worth the money that had

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been spent for it; there was no way of finding exactly how much money had been spent on it and, the picture being finished and satisfactory, further investigation was abandoned.

The CHAIRMAN. I received a suggestion on paper, through some one interested in the investigation here, in regard to the line of investigation and the suggestion was made to follow closely the use of the money contributed by the Elks, as to whether it was properly used, and that is what I am trying to get at here.

Mr. LYSONS. I can give you every assurance that as far as the commission is concerned the use of that money is entirely satisfactory.

The CHAIRMAN. That is the impression I had gotten when you were on the stand before. You are excused.

Mr. LYSONS. Could I make a suggestion, which I referred to when I was here before, in regard to the law on this vocational matter?

The CHAIRMAN. Yes; we would be glad to have it.

Mr. LYSONS. Our commission feels that if Congress can do it legally those disabled American boys who fought with the armies of the Allies and were disabled in that service should be fully cared for in this vocational work. The Elks have appropriated $100,000 for that purpose and that is purely a donation; the Elks want none of it back, expect none of it back, and would not accept any of it from Congress or any other source; it has gone into this work, and they only regret that they can not make a sufficient appropriation to take care of all of the boys that we know or feel should be taken care of in that class. We are obliged to refuse training to boys every week that we feel should be given this vocational training, boys who fought with the armies of the Allies, and certainly if Congress could make an appropriation to carry on the work that the Elks are doing with that $100,000 I believe it would be a splendid thing for Congress to do it.

There is another suggestion that our commission would make and that is this: The provision of the present law relating to or covering what is called the vocational handicap seems to us to be not altogether wholesome.

The CHAIRMAN. Would you eliminate section 3 altogether and give section 2 training to everybody who would have any sort of handicap, say 10 per cent disability?

Mr. LYSONS. Personally, as a result of having handled hundreds of these cases and talked with hundreds of these boys, I would favor that; yes. I am not sure that the commission would go as far as that, but every little while I have a case which impresses me more and more with the idea that that is a bad provision of the law. Just a day or two ago I closed up the case of a boy who was wounded with machine gun bullets in the wrist; he came back from the other side, applied for vocational training and, as I understood at the time, was assigned to training; before he actually went into training it was discovered that before he went into the Army he was a clerk in a store and the board held that he was not vocationally disabled. My investigation of this case convinced me that it was a border-line case that could have been decided one way or the other perfectly legally. However, the case board turned it down, and then the Elks War Relief Commission was appealed to, to have this boy put on the Elks' support fund.

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I then took up the matter, last week, by personal correspondence with Congressman Daniel A. Reed; he took it up with the board here and now has that boy placed in training under section 2. I have had so many cases of that kind that it has convinced me that Congress could not make any mistake in being liberal enough to take care of these boys by giving them vocational training. These boys were young fellows when they went into the Army; most of them had no fixed vocation in life but were in temporary employment; they have come back more matured and, perhaps, have different ideas about what they want to do as a life calling than they had before they went over, and simply because it is found that they are not vocationally handicapped and can go back to such work as they were doing before is no reason why they should be limited to that. The boy I speak of, for example, had been a clerk for about two years and had gotten a maximum salary of $60 a month as a clerk; at that time he was about 18 or 19 years old, living at home, and, of course, could get along with that; while he was in France both of his parents died so that when he came back he was thrown on his own resources, and it looked to me that, under the law, the board was condemning that boy to a $60 a month job when, as a matter of fact, I think he was really vocationally disabled from following that work; as a clerk, if he would be required to lift packages or parcels, he could not do it as efficiently with a lame wrist as he could without it.

The CHAIRMAN. We are considering this recommendation, which has been made by a good many people, and it will be taken up and thoroughly discussed. Would you want this clipping made a part of your supplemental statement? Would you want to put it in the record?

Mr. LYSONS. I would prefer not to do so.

The CHAIRMAN. Unless Mr. Robsion insists upon it I do not think we will put it in the record.

Mr. DALLINGER. I am not exactly satisfied with the information we have gotten as to this $50,000 fund and I want to ask Mr. Lysons whether he does not think some of that money was wasted as a result of his going over those vouchers?

Mr. LYSONS. That matter has been thoroughly discussed by all of the members of the Elks War Relief Commission and I believe that in view of all the facts they have come to the conclusion that they got their money's worth.

Mr. DALLINGER. Let me ask you this: Did you arrive at the conclusion, after examining those vouchers and after your interviews with this Mr. Harvey, that Mr. Harvey had gotten more out of this money than he should have gotten himself?

Mr. LYSONS. There was no way of telling that unless you could get the accounts and records, which I could not get.

Mr. DALLINGER. You were dissatisfied with the sort of accounting he gave you, were you not?

Mr. LYSONS. Yes; we got no proper accounting from him, and our purpose from that time on was to see to it that we got the picture, which we did get.

Mr. DALLINGER. You finally succeeded in getting the picture?

Mr. LYSONS. We got the picture; yes, sir.

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Mr. DALLINGER. And was the whole $50,000 spent?

Mr. LYSONS. Yes; the $50,000 was spent, and in addition to that we found some outstanding bills that Mr. Harvey had incurred which we were obliged to pay or did pay, in addition to the $50,000.

Mr. DALLINGER. In other words, the Elks contributed more than $50,000?

Mr. LYSONS. Yes; there was a bill of about $1,500 at the studio that we paid later.

Mr. DALLINGER. Did you think it was necessary to have Mr. Harvey promote this matter at all? Could not this contract have been made directly with Mr. Hancock, the man who produced the picture?

Mr. LYSONS. The picture was produced by Mr. Hancock, yes, sir; from beginning to end. I do not believe that Mr. Harvey visited the studio or saw the picture in production while it was being produced; I do not think he saw it a single time, but he did employ Mr. Hancock and he got him at a very small salary on account of the purpose for which the picture was to be used, and the picture produced by Mr. Hancock is rated among motion-picture men and experts in New York as being one of the most wonderful productions ever put out and, as I said, every penny of the money that passed through Mr. Hancock's hands was properly accounted for.

Mr. DALLINGER. What I mean is that the matter could have been done through Mr. Hancock without Mr. Harvey having anything to do with it—that is your opinion?

Mr. LYSONS. Practically, the picture was made by Mr. Hancock; yes, sir.

Mr. DALLINGER. And the $50,000 passed through Mr. Harvey's hands?

Mr. LYSONS. Yes, sir.

Mr. DALLINGER. And how much of it stayed in Mr. Harvey's hands you do not know and have no means of knowing—that is a fact, is it not?

Mr. LYSONS. There are no records or accounts by which we could tell that; no, sir.

Mr. DALLINGER. Do you know how much Mr. Hancock got out of it?

Mr. LYSONS. He got a salary of $100 a week while he was producing the picture.

Mr. DALLINGER. You do not remember or do not recall how much of the $50,000 was accounted for by Mr. Hancock?

Mr. LYSONS. I found detailed accounts, bills, and vouchers of money passing through Mr. Hancock's hands amounting to perhaps $18,000 or $19,000.

Mr. DALLINGER. And you do not know what became of the rest of it?

Mr. LYSONS. A good deal of the rest of it we had no accounting for.

The CHAIRMAN. Without doubt, Mr. Lysons, it must have been the Harvey incident that inspired the suggestion that came to me to make an inquiry about the application of the Elks fund, because this is the only case in which you had any controversy, is it not?

Mr. LYSONS. Yes, sir; it is.

The CHAIRMAN. We are very much obliged to you, Mr. Lysons.

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ADDITIONAL TESTIMONY OF MR. JOSEPH HETHERINGTON.

Mr. VESTAL. Mr. Hetherington, I think I understood you to say that you enlisted in the World War; have you served any enlistments in the United States Army other than that?

Mr. HETHERINGTON. My first enlistment was in June, 1898.

Mr. VESTAL. For the Spanish-American War?

Mr. HETHERINGTON. Yes, sir.

Mr. VESTAL. Did you serve any enlistment other than that one?

Mr. HETHERINGTON. Yes, sir; I served in the Philippine insurrection and in the Boxer uprising.

Mr. VESTAL. You spent practically all of your time in the Army from 1898 until your final discharge?

Mr. HETHERINGTON. No, sir; not all. I was wounded on July 3, 1898, at San Juan Hill, Cuba; I reenlisted and went to the Philippine Islands and served in the Philippine Islands; I went to China in the Boxer uprising; I came back to the Philippine Islands and was wounded on Christmas morning, 1900, in the Philippine Islands; I came back to the United States in May and was discharged from the United States service in 1901. I stayed out of the United States service until 1905. I then enlisted in the United States service, in the Coast Artillery. I wished to study the mechanism of the coast-defense guns. I was a machinist by trade, and I thought that it would come in handy to me, which it did, in after life. I got my discharge from there and went to work in shipyards throughout the United States, and I can positively say that from that time on I worked on pretty nearly every ship in the United States Navy. I helped to set the 14-inch guns on the battleship *New Mexico* and to set the torpedo tubes in her. I was at the Newport News shipyard when I enlisted in 1917 for the World War.

Mr. VESTAL. You were wounded three times in the World War?

Mr. HETHERINGTON. I was wounded three times in the World War. If my country needed me again and I was able to go I would be only too glad to put up my right hand to serve.

Mr. VESTAL. I think that is all.

TESTIMONY OF MISS EUNICE M. ENSOR—Resumed.

The CHAIRMAN. Miss Ensor, when I suggested this morning that I would like to ask you some questions that are afield of this investigation, I did not mean that what you would say would be of no interest here in connection with rehabilitation work, but I had reference especially to another piece of legislation that is before our committee, namely, the bill to remove adult illiteracy. That is included in the Smith-Towner bill, and it is also the subject of a special bill, just as Mr. Vestal's Americanization bill is a special bill. I wish you would indicate—first, the problem, as you see it, of adult illiteracy, or what it is; and, secondly, whether in your judgment it can be solved. What is the problem, as it appears to you?

Miss ENSOR. The problem of illiteracy has been one of the greatest problems of the Federal board, because these men prior to their enlistments had little to offer in the labor but their manual strength, and they have returned badly injured. Therefore they suffer from a double handicap, that of injury and that of a lack of English.

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They have been returned to us in an almost helpless condition. The way the Federal board handled this situation was to put those men in what we called receiving stations. I wish first to tell you the way we have handled it, and then to speak about the other problem later, if I may.

The CHAIRMAN. That will be all right.

Miss ENSOR. Those men that had no regular skilled vocations, or the men whose former vocations had now been removed on account of their disability, are put into receiving stations. This receiving station is a place where the men are segregated, tested, studied, and given elementary work or try-out work, and then, at stated definite times, they are supposed to be ready for some recommendation as to their further training.

The CHAIRMAN. What sort of discipline would be observed in those receiving stations?

Miss ENSOR. As you understand, we have no power to discipline whatever, only by the personality of the man in charge of the work. and by the interest that he may inspire in the work.

The CHAIRMAN. What would you say about the statement of a witness——

Miss ENSOR (interposing). I would like to hear it.

The CHAIRMAN (continuing). That these receiving stations are somewhat demoralizing?

Miss ENSOR. I would like to hear about it, because the receiving stations come under my supervision, so far as the elementary work is concerned.

The CHAIRMAN. "Would you like to know about our other receiving station?" This was a question asked by Mr. Reid, who was speaking of the school in Pittsburgh.

Miss ENSOR. Mr. Reid of the Philadelphia office?

The CHAIRMAN. Yes; and he then asked whether we would like to know about the other.

Miss ENSOR. Spring Garden?

The CHAIRMAN. Yes.

Miss ENSOR. I am familiar with that institution.

The CHAIRMAN. He said, "We have one in Philadelphia, and it is very difficult to get men in there. Mr. Weaver since told me that he did not want to send men there, because it was demoralizing." That is hearsay in this way, that it is a quotation of what Mr. Weaver had said. I regret that when Mr. Weaver was on the stand I did not have this in mind and did not question him about it.

Miss ENSOR. Sometime in the early part of November, Mr. Chairman, or probably the last week in October, I made a visit to Spring Garden. We had had several reports on Spring Garden, and Mr. Hamilton said that I had better go up there and see what the trouble was. He had had some reports that were good and some reports that were bad. I went to Philadelphia first and helped to reorganize the work. First I made a survey. I took two days to make the survey. Then I went back to the central office and made my recommendations to my superior officer, talked over the whole situation with him, and worked up a plan of organization that I thought was needed at the receiving station.

Later I went back to Philadelphia and stayed a week and went into those matters further. I worked every day from 9 o'clock until

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4 o'clock, helping in the reorganization of that receiving station. I acknowledge that when I went there I did find things in bad condition, due to several causes. In the first place, it was a new problem for the board, and the men who were there had no particular experience in handling such men. They did not have executive ability, and the accommodations for the men were not what were desired. I think the conditions were extremely bad, but I have seen at some other schools and at large universities, which hold their standards very high, conditions which were equally as bad. I made a complete survey of the school, and then went over the English work. It was necessary at that time to make the recommendation that certain teachers be relieved from duty, because I did not consider that their methods of instruction were of the type that we desired. I also made the recommendation that the coordinator be put in charge of office work and also that some one that had had a little different experience be put on duty there as coordinator.

The CHAIRMAN. May I ask whether your recommendations were acted upon?

Miss ENSOR. They were acted upon immediately. Mr. Hamilton called Mr. Weaver from Philadelphia to the Washington office. I went back the next day after Mr. Weaver had been in Washington. This coordinator was removed and another coordinator was put in his place. The teachers were taken out as I recommended, and the type of instruction recommended was carried out to the letter. I have not been at that receiving station for at least two months, but I understand from my superior officer, and also from the D. V. O. at Philadelphia, and also from Mr. Weaver, that the work has been going on in a satisfactory manner. At that time I found that even with the adverse conditions the morale of the men was exceedingly high.

The CHAIRMAN. Now, you may revert to the former problem. You say that this illiteracy is first met in the receiving station?

Miss ENSOR. It is first met in the receiving station. We try to classify these men into three groups: First, the entering group, or those who are unable to read or write or are unable to speak the language. Group 2 is composed of men who are able to speak a few words in English. Some of them have as limited a vocabulary as 25 English words. Those in the third division are a little more advanced, and in this grade we find men who have had fourth, fifth, or sixth grade education in the public schools.

The CHAIRMAN. Would you call the men in group 1 illiterate, or are they illiterate simply in the English language? Are they educated in other languages?

Miss ENSOR. No, sir. In some few instances we find men who are artisans in some particular line and who have had some education in their own country, but we have to consider them illiterate so far as the English language is concerned. These men, however, progress very rapidly.

The CHAIRMAN. That is what I was getting at. If they have been educated in their home country they could proceed at once.

Miss ENSOR. Yes, sir; they go much faster. Those men are in groups that are very small, with sometimes not more than four or five in a group. For group No. 1 we may have any number of teachers. These men should get as much individual instruction as

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possible. They may take nothing but English up to the limit of 30 days, but after 30 to 60 days the regulations require that they must take some shop work.

The CHAIRMAN. What can they do in 30 days?

Miss ENSOR. Really, they make quite remarkable progress, Dr. Fess.

The CHAIRMAN. That has been disputed.

Miss ENSOR. Yes, sir. I would like very much to have some of the members of the committee, if they are near one of our schools, visit the school and see what progress the men have made. Some other members of Congress, who are not members of the committee, but who are interested in educational affairs, have promised me that if Congress adjourns before our summer session is closed, they will visit some of the schools, because they wanted to see the work that these men can do in a vocational way in 30 to 60 days. I should say that they could acquire a vocabulary of 300 or 400 words, and they may form simple sentences. They understand certain shop terms and certain shop commands, and they have learned things that are of personal value to them. For instance, they understand where to get on a street car when the street car stops; they know what fire plugs are, what ticket offices are, and things like that that they need almost every day. All of that comes in the 30 days' work. Men who when they come to school on the first day are unable to speak a word can converse a little bit at the end of 30 days, and can make quite good sentences.

The CHAIRMAN. How long would it take you to pass men from group 1 on to group 2?

Miss ENSOR. Some of those in class or group 1 can go into group 2 in 20 days and some in 30 days. Of course, some are not able to go into group 2 at the end of 30 days.

The CHAIRMAN. Do you recall the figures showing the percentage of illiteracy that we found in our draft records?

Miss ENSOR. I do not have them in mind.

The CHAIRMAN. If you do not have it, it does not matter, I can get it.

Miss ENSOR. I have some figures that I brought on the subject of illiteracy, not in our Army, but in the States.

The CHAIRMAN. I do not want that.

Miss ENSOR. The percentage was very large. A very large proportion of our Federal Board trainees are either foreign illiterates or American-born illiterates, or they are men who have not completed an elementary school education.

The CHAIRMAN. I was at a little meeting the other evening where all the discussion was in regard to vocational training, and one of the speakers quoted figures that were startlingly large.

Miss ENSOR. I got the figures from Mr. Claxton's office at one time, but I do not recall them at this moment.

The CHAIRMAN. What would you say about the Federal Government cooperating with the States in removing adult illiteracy? Of course, this is outside of rehabilitation.

Miss ENSOR. It is absolutely necessary if we wish to have, I should say, a sound Government, because this type of men, or the foreign-born type, are so easily led and so easily swayed that unless they

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are educated we are never safe, and these men are now very anxious to obtain an aducation.

The CHAIRMAN. Do you know Mrs. Steward, of Kentucky?

Miss ENSOR. I have not met her personally, but I am acquainted with her lectures.

The CHAIRMAN. When she first came before the committee—and I have had some experience in education—I was very much prejudiced against everything she said. I thought she was taking out of the air, and did not have any foundation for her utterances. She was making statements that I thought were positively impossible, but as she went further and marshaled her facts, she rather staggered me as to the possibility of the expeditious removal of adult illiteracy. If what she says can be done, I think the Government ought to take up the work.

Miss ENSOR. It should. I think when you consider that it takes from 15 to 20 years to acquire what we call an education or schooling that carries us through a university, and when we consider the price of tuition at the present time, if the Government does not give the States proper support, the middle classes and poorer classes of people will have very little chance in the future for ever obtaining what we now call a college education.

The CHAIRMAN. I am going to throw in this question for good measure: I would like to have your opinion of the outcome of any campaign for education or any mind-training if we continue what we seem to have set about now of exalting in salary the man of brawn above the man of brain. That has been very noticeable in the last four years all over this country. What is to be the outcome of it?

Miss ENSOR. As I see it, the outcome is now in the beginning. We know the unrest, and we know what the leadership may be. We know the influence that a certain type of people can have over uneducated people, and the only way that we can combat it is to educate our masses.

The CHAIRMAN. We have a number of people sitting here in this room. I do not know any of them; I do not know a man here by name, but we have people in this room who to gain the rank they have have been required to go through a most rigid discipline of mind that has cost them much time, money, and energy, and yet they can not command in the world to-day what the man who never needed an hour of specialized educational training commands. Now, as that thing goes on, what is to be the effect of it?

Miss ENSOR. Well, as I said, we see the beginning already. We are to be dominated absolutely. This condition can only be remedied by educating our people to understand and to be able to judge for themselves. Now, the type of men that I have dealt with and am dealing with I know positively. I know that you can get them to do anything you want them to do, and that they will do anything good if the proper person guides them, but they will do anything that is not good if another class of people guide them. That is true because they have come to this country expecting big things. They were taken and thrown into industrial circles, and some of them who have been in this country as long as seven or eight years have absorbed a little of our industrial ideas, but they have gotten nothing of our educational or Americanization ideals. Those men to-day

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are not in the same condition that they were in when they came here, and they need someone of the right type to guide them. However, we have not had the time, inclination, or money—I do not know which—and, therefore, the other type has gained a hold on those men who, otherwise, would swing to us.

The CHAIRMAN. I am very much obliged to you. Is there anything else you want to say?

Miss ENSOR. There are two or three things I would like to mention. Some questions were asked this morning about civil service. The only thing that I would like to say about civil service is that if we find a man who is particularly fitted for the type of work we have, and he possesses all of the qualifications for the civil service, then, I suggest that our board should be allowed to employ him temporarily, and then let him take the civil service examination. As it is now, we have to exhaust the entire list of civil-service eligibles before we can hire anyone, and it places us at a great disadvantage. For that reason, I suggest that these men be employed temporarily, and then be permitted to take the examination and be put on the list. He may not get his rating for one, two, or three months, but when the time comes, he can have his rating.

The CHAIRMAN. That has been the plan followed.

Miss ENSOR. Yes, sir; that has been followed, but the Civil Service Commission has stopped it. There is one other thing I wanted to say about the release of machinery for our use. As you know, at the present time, the Federal board can not secure machinery in the open market, but the Government, of which we are a part, has millions of dollars' worth of machinery and equipment that the Federal board could use to advantage. However, we are unable to get it at this time, although as I stated the board is a part of the Government. The Government also has many empty buildings that we could use, while we are going around absolutely begging institutions to open their doors. What we need at this time is for Congress to turn over some of those empty buildings and some of the machinery, and let us start the proper type of school ourselves, such as the Boland school. If there is any objection to individuals having a school like that, there could be no objection to the Government having its own school of that type.

The CHAIRMAN. When you say they should turn over buildings, do you mean some cantonments?

Miss ENSOR. Yes, sir. Also hospital schools, such as Carlisle, Pa.

The CHAIRMAN. Some buildings built for war purposes?

Miss ENSOR. Yes, sir. For instance, we could take buildings at the naval base east camp at Norfolk and accommodate 4,000 men in school there. Then, take the situation in New Orleans: The Tulane receiving station will have to leave the building it is occupying, and there is no place to establish it again, but if the Government would turn over some of the buildings in that district, and would release some of the thousands of dollars' worth of machinery in that one district alone, that particular trouble would be eliminated.

The CHAIRMAN. I think that could be brought about if it could be shown that it was needed and could be used to advantage.

Miss ENSOR. Lists have been published of the machinery that can be bought by schools and other institutions, but the board can not buy that machinery except at "a fair valuation," although it belongs

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to the Government, while outside schools can get this machinery for 15 per cent of its cost. We have no way of touching that machinery except by buying it.

The CHAIRMAN. That ought to be corrected.

Miss ENSOR. If some one will do it and do it quickly. It is the thing that is needed. Now, might I say a few words about Mr. Boland's school, because I think it is due to him after the criticism, or apparent criticism, that was directed at his school yesterday? I say that it is a school of the type that is required at the present time. Mr. Robsion asked why it was that there were 500 men in that school, and why there were several hundred in other schools that were mentioned. About 7 or 8 of those schools are schools of which I know the conditions entirely. I would be glad to give you the example of an institution of another kind, where the president of the institution said that he could not take care of any men. They had already had some men in there, and I asked, "Why; you have the room, and you have a good place to put these men." He said, "Well, it would spoil the atmosphere to have that type of men around here. I would not care to have them associated with the regular students on the campus. Then again, our regular college professors could not come down to the level of those men, and then again our libraries and laboratories were not built for that type of men to go in." Those are the things that we come up against, and yet that same university wants to erect a magnificent monument on the campus to the dead soldiers of that State, but refuses to open its doors for the education of the living injured men.

The CHAIRMAN. Some people would like to know the name.

Miss ENSOR. I will give the name upon request.

The CHAIRMAN. We will not require it. I do not know what we ought to say about your statement that college professors can not come down to the level of that sort of teaching.

Miss ENSOR. I am quoting from the dean of that university.

The CHAIRMAN. I have been more disgusted with college professors in the last five years than with any other class of people in the country, and that is only one phase of it that you have given.

Miss ENSOR. When Mr. Hamilton outlined the policy for the education of the disabled men, and then put it through in the way that he has, he has made a lasting contribution to education. As for the impression you received of Mr. Boland yesterday, I was sorry for him on the stand. I wanted to prompt him. I wanted to tell him how much he paid his teachers, how many people were in the rooms, etc., because I knew. I think he was affected with aphasia at the moment. He is doing really wonderful work. He has just the kind of school that we will have to have, because our foreigners and illiterates do not like to mix with the regular college students, and they do not want men of that type at Harvard, and Columbia, Pratt Institute, or Carnegie Institute.

The CHAIRMAN. I am not sure whether it appears clearly to the committee, but the reason why that school, or a school of that kind, is largely attended, while the university is not, by these disabled men—I think I can understand it——

Miss ENSOR (interposing). The atmosphere is entirely different. These men would refuse to go to the other places.

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The CHAIRMAN. Mr. Robsion is a man who attended a school that had in it about 3,500 students, while the average university has less. That was because the institution fitted itself to the condition of the students. I know that, because he was my student.

Miss ENSOR. There is one other thing that I would like to refer to, and that is the pen in the New York office. I have been in the New York office many times, and I have just returned from the New York office. I have spent the last three weeks in that district, at the request of the D. V. O. The pen is very interesting. There is a type that frequents the New York office and fills the office every day. They go there apparently because they have no other place to go. That was a small receiving room, and it was a meeting place. If one man came in to get an examination one day, his friends came along and wanted to be examined. If the doctor thought that a certain man needed eyeglasses, the rest of the men thought that they needed eyeglasses. If some of them needed wooden legs, they thought that as the Government was giving away wooden legs, why should they not all have wooden legs. They would sit there, and a man of one type might say, "I think we can make more money at automechanics than at anything else." He would say to them, "Do not let them tell you what you want to be, but be an automechanic." There might be 30 men, and when you ascertained their disabilities, some of them were disabled in such a way that they could not be automechanics. Some of them may have spinal trouble and others have injured backs so they can not bend over. Now, do you think that you could persuade them inside of three days that the work of an automechanic is not the proper thing for them to take up? I wish some members of the committeee would try it. The situation caused a great delay in getting men in training. That is what went on there when men of some particular nationality or type, or who had a litttle bit more education or a few "advanced ideas," would do that sort of thing. If they were moved into a big place, or should have half as much room as this, instead of spreading out over the space the men pack themselves into one corner just as tightly as in the pen on Fifth Avenue. It is their nature and disposition, mob—gang psychology. You could put them in a big room and you would have most of the space left.

The CHAIRMAN. There is no doubt that there has been a great deal of delay and quite a bit of disaffection by the boys having to wait in groups like that?

Miss ENSOR. When this man came up and required an extra examination, of course, there was delay. Another thing, as to the delays that were supposed to be caused in the New York office, we must all take into consideration that all the schools in the States in that district tried to open up places where they could accommodate these men and, of course, there were some delays in getting them in; but with all that criticism which the New York office has gone through, with pleasure, within the last five months, they have put more men in training than in the previous year and they stand at the head of the list of districts in the United States, having put the highest percentage of eligible men in training. That is a record that can be proven by Matthews's Memo. 7, which has been published.

The CHAIRMAN. What would you say to a division of the New York office, making two points instead of one?

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Miss ENSOR. The ideal condition would be to keep it as it is now, because the old cases and the bad things that really existed in the New York office have been cleared up, and it is better to leave the organization as it is now than to change it at this time.

Mr. DALLINGER. Have you been to the Philadelphia office recently?

Miss ENSOR. Not so very recently; but then I was there during all the exciting times to which you refer.

Mr. DALLINGER. Please tell the committee about the morale of the office?

Miss ENSOR. The morale at the present time is very good. The things that were disturbing in the Philadelphia office have considerably been eliminated and the people that were causing the trouble have been squelched, so to speak. Day before yesterday, when you asked Mr. Greer if he instigated the movement to withdraw that petition, I will say he did not, because I did it myself. I think that it is undignified to ask any Government officer to try to do things in that way; that it is up to the D. V. O. to settle internal affairs. These men told me that they would withdraw that petition and do it in a businesslike way. I heard for the first time the other day that they had withdrawn the petition. I know that Mr. Hamilton went and talked with Mr. Fuller, and they told every man in the office from the janitor to the D. V. O. that they would support the Federal board and keep themselves busy or that they would leave, and since that time everything has been going fine.

In conclusion, I want to say as to the complaints against the Federal board, in nearly all the institutions where we have a good number of men in training they have a student organization which picks its own officers, and if they have any complaints about the Federal board or about the War Risk or about the Red Cross, they go to those officers and make their claims known to the officers, who in turn go to the Federal board. There are very few complaints coming in at the present time. I have attended a few meetings, and by the time I got through with the meetings they were all ready to come in with a fine indorsement for the Federal board, and for every man that can be produced on this witness stand as having a grievance against the Federal board I can produce 50 men that will testify favorably for the Federal board in the seven or eight districts which I visited.

The CHAIRMAN. We are very much obliged to you, Miss Ensor.

SUGGESTIONS OFFERED BY MISS ENSOR.

1. The hearings before the Committee on Education have shown that there are three ideas, and a possible fourth, which benefit the disabled soldier, and in the opinion of many people are provided for under the present vocational rehabilitation act:

(*a*) There is the idea of reward for service, a sort of bonus, an expression that a man who received any disability rated at 10 per cent or more is entitled to training with pay, regardless of whether he has a vocational handicap or not. So strong is this sentiment in the minds of some people that it has been proposed to eliminate section 3 training and put it all on a section 2 basis.

(*b*) There is the idea of rehabilitation and compensation for men where a real vocational handicap exists. This is analogous to workmen's compensation and the acts providing for vocational rehabilitation recently enacted by several States.

(*c*) There is the additional idea that many men need economic rehabilitation; that is to say, their compensation is not sufficient to enable them to attain maximum recovery from the physical disability which they have, although

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should their present physical disability be removed they would neither be prevented nor hampered in the pursuit of the occupation which they formerly followed. Many people urge that it is the duty of the Federal board to make full provision for training such cases during the period of convalescence.

(*d*) There seems to be also a somewhat vague impression not so fully expressed as *a*, *b*, and *c* that it would pay the Government, as a sound economic investment, to give training and education to just as many ex-service men as possible. Behind that is the feeling that we are to be short of labor because of reduced immigration, etc., for a number of years, and that it is good business for the Government to substitute just so far as possible trained minds and trained skill to take the place of manual labor. Bound in with this is the further idea that it is the duty of the Government, especially to its ex-soldiers, to remove, in so far as trained intelligence will permit, radicalism, bolshevism, and governmental ills.

2. The evidence that these ideas and attitudes are seeking expression is found in the great number of proposed bills affecting the welfare of ex-service men. They are numerous; they vary in their terms to such an extent that it is evident that neither the people nor the ex-service men themselves have a coherent plan which will work justice to all concerned.

3. The situation is further complicated by the fact that so many committees of Congress are dealing with these proposed measures. It seems too much to expect that the Congress can before adjournment give sufficient time to weigh and consider carefully all these ideas which are seeking expression in legislation, codify the proposed legislation, and work out an administrative plan which will translate the desires of the people into action.

4. One method of dealing with this complex situation would be the appointment of a congressional commission representing the committees which have bills in hand to serve during the coming summer, and to bring forth at the end an organized coherent plan for the consideration of the next session of Congress. Among other things such a commission should consider carefully:

(*a*) Will the welfare of the disabled man be best conserved by uniting under one head that division of the Public Health Service dealing with the disabled man, that division of the Federal Board for Vocational Education dealing with the disabled man, and the compensation and insurance sections of the Bureau of War Risk Insurance?

(*b*) Should the Government establish a separate bureau analogous to the Cadanian Bureau of Soldiers' Civil Reestablishment, which deals with all the problems of the ex-service man, including land, bonus, education, vocational training, insurance, compensation, pensions, etc.?

(*c*) Should the bureau, the Public Health Service, and the Federal board be so organized as to decentralize their functions to a greater extent than is now being planned for?

5. Such a commission should, of course, be given authority to call for all Government files and records that are needed, to call to its assistance expert service wherever it can be found, and address itself to the task of harmonizing all the interests involved, including those special interests of the disabled soldier.

6. This is too big a program to put through in a short time. Furthermore, the Committee on Education and the Congress has not yet classified all the information needed before a just solution can be reached. The whole situation demands further investigation, study, and a larger program of legislation than is provided for by any one bill now before Congress.

TESTIMONY OF DR. C. S. MERRIAM, ATLANTA, GA.

(The witness was duly sworn by the chairman.)

Mr. TOWNER. Please give your name to the reporter.

Dr. MERRIAM. C. S. Merriam, 574 Peachtree Street, Atlanta, Ga.

Mr. TOWNER. That is you home address?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. And your office address would be with the central office?

Dr. MERRIAM. With the Federal board, 804 Forsyth Street, Atlanta.

Mr. TOWNER. What was your previous work, Doctor?

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Dr. MERRIAM. Previous to coming with the Federal board?
Mr. TOWNER. Yes, sir.
Dr. MERRIAM. I had been in the general practice for nine years.
Mr. TOWNER. The general practice of medicine?
Dr. MERRIAM. Yes, sir.
Mr. TOWNER. At what place?
Dr. MERRIAM. Atlanta.
Mr. TOWNER. What date did you come into the Federal board service?
Dr. MERRIAM. February 14, 1919.
Mr. TOWNER. How did you happen to come into the Federal board service?
Dr. MERRIAM. It was brought up by one of the vocational advisers who was talking with me in a hotel in Washington, and he suggested that I go over and see the Federal board. I went over and saw Mr. Chandler, the chief of the division of rehabilitation, and he offered me a position with the Federal board, which I accepted.
Mr. TOWNER. What was that position?
Dr. MERRIAM. Medical representative in the New York office.
Mr. TOWNER. When did you go to the New York office?
Dr. MERRIAM. On the night of February 14.
Mr. TOWNER. 1919?
Dr. MERRIAM. 1919.
Mr. TOWNER. How long did you remain there?
Dr. MERRIAM. Eleven and one-half months.
Mr. TOWNER. You remained there practically the rest of the year?
Dr. MERRIAM. Until February 1, 1920.
Mr. TOWNER. Where did you go then?
Dr. MERRIAM. I went from the New York office to organize the medical work in the New Orleans office, in district 6.
Mr. TOWNER. How long did you remain there?
Dr. MERRIAM. Three months.
Mr. TOWNER. And from there you went to Atlanta?
Dr. MERRIAM. Yes, sir; on the 3d of May.
Mr. TOWNER. Of this year?
Dr. MERRIAM. Yes, sir; this year.
Mr. TOWNER. You have just commenced your work there, practically?
Dr. MERRIAM. I have only been in the Atlanta office a little over a week.
Mr. TOWNER. What position do you hold in the Atlanta office?
Dr. MERRIAM. I am assisting the district medical officer.
Mr. TOWNER. While in the New York office who were your associates?
Dr. MERRIAM. In the medical department or the Federal board?
Mr. TOWNER. The medical department.
Dr. MERRIAM. Dr. Bell was the district medical officer after September, and the medical staff was composed of Dr. McDonald, Dr. Kirkland, Dr. Bott, Dr. Webster, Dr. Mandracchi, Dr. Harrington, Dr. Boudreau, Dr. Richardson, and Dr. Tracey.
Mr. TOWNER. How many of those men were on the regular staff, giving all of their time to the work of the board?

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Dr. MERRIAM. Dr. Bell, Dr. Kirkland, Dr. Webster, Dr. Bott, Dr. Mandracchi, Dr. McDonald, and Dr. Richardson.

Mr. TOWNER. Were those physicians from New York mostly?

Dr. MERRIAM. Local physicians?

Mr. TOWNER. Yes, sir.

Dr. MERRIAM. I can not answer that question definitely. There is only one who lives in New York that I know of. I do not know their legal residences; I can not tell you that offhand.

Mr. TOWNER. They were not all serving at the same time, were they?

Dr. MERRIAM. Yes, sir; they were the staff at that time.

Mr. TOWNER. During the time you were there?

Dr. MERRIAM. Yes, sir; from about the 1st of October until the latter part of the year—until I left, the 1st of February.

Mr. TOWNER. When you were sent there, what was the nature of your work, I do not mean what did you have to do, but how much did you have to do—was the office at that time crowded with applicants?

Dr. MERRIAM. Yes, sir; more than I could possibly handle.

Mr. TOWNER. How many men did you usually dispose of in a day?

Dr. MERRIAM. I did not observe the civil service hours and I stayed and worked until 7 or 8 o'clock the first two months trying to get the men through. Sometimes I had 30, which is more than the proper number to examine. To take care of them I had to stay overtime.

Mr. TOWNER. Did any of the other men on the staff at that time work overtime for that purpose?

Dr. MERRIAM. Not for that purpose. We had the case board meetings at night because we did not have time to do it in the day.

Mr. TOWNER. Were you the only one who had double duties?

Dr. MERRIAM. No, sir. When the case board met we met three and four nights a week.

Mr. TOWNER. That meant all the staff of physicians?

Dr. MERRIAM. I was the only physician on the board at that time

Mr. TOWNER. Did the work increase or diminish during the time you were there?

Dr. MERRIAM. During the time that I was in the New York office?

Mr. TOWNER. Yes, sir.

Dr. MERRIAM. It increased.

Mr. TOWNER. You were required during the latter part of your service to dispose of 30 cases a day, were you, Doctor?

Dr. MERRIAM. Not individually, but the Medical Department did.

Mr. TOWNER. Each member of the Medical Department?

Dr. MERRIAM. No, sir; we had a larger medical staff then.

Mr. TOWNER. They were doing it when you were sent there?

Dr. MERRIAM. I was the only medical officer on the board.

Mr. TOWNER. It was increased from time to time during the time while you were in the New York office?

Dr. MERRIAM. Yes, sir. The first assistance I had there was on the 1st of April.

Mr. TOWNER. How many men, on an average, would a physician examine there during one day?

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Dr. MERRIAM. Not over 12 men, dependent, of course, on their disabilities. Of the psychiatric cases, of course, you could not examine 12, but ordinary disibility, taken at random, 10 or 12 is about the average.

Mr. TOWNER. You know something about these complaints that have been made with regard to medical examinations, do you, Doctor?

Dr. MERRIAM. I do not know which complaints you refer to.

Mr. TOWNER. There are a good many of them. In the first place, the complaint is made that some men would be sent repeatedly for examination. What have you to say with regard to that?

Dr. MERRIAM. Repeatedly examined by the Federal board on physical examinations?

Mr. TOWNER. Physical examination by the medical examiners.

Dr. MERRIAM. Of the Federal board?

Mr. TOWNER. Yes, sir.

Dr. MERRIAM. A good many of these men understand when they come to the Federal board that they have been examined several times and they blame the board for their reexamination when we have never examined the man at all. He has been examined by the war risk and we have never seen the man.

Mr. TOWNER. Did you ever reexamine a man?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. Under what conditions?

Dr. MERRIAM. A man may be examined who has an acute tubercular condition and we hospitalize that man and when he comes back he is reexamined before we put him in training.

Mr. TOWNER. If there is a recurrence of the disease or indication of it, he has to be examined to see whether or not he should be sent to the hospital?

Dr. MERRIAM. If the hospital has given him the proper care and the proper discharge it would not be. If they do send him out and the disease becomes active we would send him back.

Mr. TOWNER. You have cases, do you not, in which a man may have three or four difficulties, troubles, diseases, wounds—the same man?

Dr. MERRIAM. With several disabilities?

Mr. TOWNER. Yes, sir.

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. I suppose it is likely in any case of that kind that there might be necessary an examination or reexamination or require any action which was necessary to determine whether he ought to be sent to the hospital or not. When a patient is sent to the hospital he comes under the jurisdiction of the War Risk Insurance Bureau, does he not?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. Do you always make that transfer or arrange for that transfer?

Dr. MERRIAM. In the district New York office and in the district New Orleans office a man is always given an official letter to the Public Health Service, stating that the man has been examined by our medical officer, giving a diagnosis, asking that they hospitalize the man and send them a report. We get a return official report from

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the Public Health Service stating what they have done with the man then.

Mr. TOWNER. That means that your medical representative would be required to examine him, does it not?

Dr. MERRIAM. They accept the examination of the Federal board.

Mr. TOWNER. They do?

Dr. MERRIAM. In some cases. In the hospital they usually examine a man when admitted.

Mr. TOWNER. When discharged do you take their discharge or do you give a reexamination to the man before you again admit him to training?

Dr. MERRIAM. That would be dependent on a man's disability entirely. If the condition were liable to recur and if the man's interest was at stake, we would reexamine him. That is one reason for a reexamination.

Mr. TOWNER. Of course, you have to form a conclusion which amounts to a recommendation to the staff, do you not?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. For the consideration of the case board?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. How do you do that? Do you just make a report of the medical condition of the man, or do you say at the conclusion of the report, "We recommend this man being put in training," or do you grade the disability—what do you do in regard to that?

Dr. MERRIAM. We do not recommend that the man be put in training. We simple examine the man. He is examined by one of the examiners of the Federal board and is rated.

Mr. TOWNER. You say that he is rated?

Dr. MERRIAM. Yes, sir; according to his vocational handicap.

Mr. TOWNER. Just how do you determine what the vocational handicap is?

Dr. MERRIAM. By his previous occupation and his ability to follow it at this time as compared with the prewar condition.

Mr. TOWNER. Suppose that a man is naturally unable to return to his prewar condition and yet was able to carry on some other vocation, do you take that into consideration?

Dr. MERRIAM. The vocational handicap in the occupation?

Mr. TOWNER. Yes, sir.

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. Do you so report?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. Do you report on a percentage basis?

Dr. MERRIAM. No, sir.

Mr. TOWNER. What is the nature of your report; what do you say; what language do you use?

Dr. MERRIAM. Major, minor, or negligible vocational handicap.

Mr. TOWNER. Please explain to the committee what a major vocational handicap is.

Dr. MERRIAM. A major vocational handicap, for instance, is a farmer who has lost one arm; he would have a major vocational handicap.

Mr. TOWNER. That would be determined by the fact that he was unable to return to his vocation under any circumstances?

Dr. MERRIAM. In his present condition; yes, sir.

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Mr. TOWNER. Still that man might be trained and sent back to farm work?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. What is a minor vocational handicap?

Dr. MERRIAM. A minor vocational handicap would be the same man, a farmer, who had suffered a wound in his arm which would limit the motion, and still not be enough to interfere with his work a great deal. That is a minor handicap.

Mr. TOWNER. Or some of his fingers off?

Dr. MERRIAM. No; but partial anchylosis of the shoulder, so that he had not the full movement. It would be a little more than an inconvenience, but still it would be a minor handicap. He could resume his operation.

Mr. TOWNER. And what is the third?

Dr. MERRIAM. A negligible handicap.

Mr. TOWNER. Yes, sir.

Dr. MERRIAM. Under that classification would come a man who had developed astigmatism in the service, or imperfect vision. The wearing of glasses is an inconvenience and a negligible handicap. It does not interefere with his resuming his occupation and is something that can be corrected by proper lenses.

Mr. TOWNER. Complaint was made by some of the soldiers that the treatment accorded them by the medical officers in the New York office was harsh and sometimes not only unsympathetic but contemptuous. What have you to say with regard to that?

Dr. MERRIAM. I remember only one instance where that happened, and the doctor responsible for it was removed.

Mr. TOWNER. Is that a matter of discussion among the physicians there—as to their attitude toward the soldier?

Dr. MERRIAM. There was no occasion for discussion; any further than that they were to treat him with every courtesy in the world.

Mr. TOWNER. I do not exactly mean that. Of course, a discussion might turn upon the particular question as to whether you did or did not have it—as to whether the physician was or was not sympathetic—but in the natural course of conferences between you and your associate physicians, what was the attitude generally of those engaged in the work?

Dr. MERRIAM. The attitude was always one of courtesy among the medical officers, and to give him the credit of the doubt in each instance.

Mr. TOWNER. You think that you can say, without any reservation, that that was done?

Dr. MERRIAM. Without any reservation whatsoever during my time in the New York office, with the exception of the one man that I mentioned a few moments ago, who was removed for that reason.

Mr. TOWNER. Do you know for what reason you were transferred from the New York office?

Dr. MERRIAM. At my request.

Mr. TOWNER. What was the reason for that request?

Dr. MERRIAM. Because my home is in Atlanta, and I asked to be transferred to my home. Mr. Chandler promised me the Atlanta office when I first went with the board. Not until the afternoon that I left Washington did I know that I was going to New York.

Mr. TOWNER. You were sent first to New Orleans?

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Dr. MERRIAM. To organize the work there. That was my temporary station.

Mr. TOWNER. That was understood to be merely a temporary work?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. And you were then to be sent to Atlanta?

Dr. MERRIAM. To return to Atlanta as a temporary station.

Mr. TOWNER. You had no reason whatever to ask for a transfer because of conditions in the New York office?

Dr. MERRIAM. No, sir; not at all.

Mr. TOWNER Have you ever made any report regarding conditions in the New York office to your superiors here in Washington?

Dr. MERRIAM. I have made monthly reports on the conditions there.

Mr. TOWNER. What kind of a report is that you make?

Dr. MERRIAM. That is only a report of the work done by the the medical department It is the regular monthly report of the examinations, men on duty, and their assignment.

Mr. TOWNER. When the representatives of the Federal board visited the New York office, did you meet them?

Dr. MERRIAM. Yes, sir.

Mr. TOWNER. Did they talk with you regarding your work?

Dr. MERRIAM. Yes, sir; there were discussions and advisements. When the representatives of the central office came to the New York office there was on every occasion, practically every occasion, conferences with the heads of the departments there and the medical department was brought into all those conferences.

Mr. TOWNER. Have you any suggestion or recommendation to make for the good of the service?

Dr. MERRIAM. For the medical department?

Mr. TOWNER. For any department.

Dr. MERRIAM. I think there is one thing that is imperative. That is unless you remove the salary restriction which you have put on the Federal board you are not going to get the men that you ought to have. We are experiencing that in the medical department every day.

Mr. TOWNER. What is the maximum amount that can be paid to a medical officer?

Dr. MERRIAM. Under the Federal board?

Mr. TOWNER. Yes, sir.

Dr. MERRIAM. Two hundred and one dollars a month.

Mr. TOWNER. And that is not sufficient to induce men to leave the practice for such temporary employment?

Dr. MERRIAM. No, sir; and where you get a man at that salary, he is simply using it for a carry-over to something else, and as soon as he gets something better he leaves. As soon as you get a man broken in he gets something better and leaves, and then you have to break in the next man.

Mr. TOWNER. What amount do you think would be necessary to secure the proper grade of men?

Dr. MERRIAM. I should say that the minimum salary should not be less than $4,000; $4,000 to get a man in, and I should say from $4,000 to $6,000, dependent upon the man's qualifications.

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Mr. DALLINGER. Do you remember something about a man named Gilbert E. Wright?

Dr. MERRIAM. No, sir; I do not. What date was that?

Mr. DALLINGER. Along in May.

Dr. MERRIAM. I did not examine any man for the Federal board after March, 1919; I did administrative and executive work.

Mr. DALLINGER. You were acting as adviser at that time?

Dr. MERRIAM. I directed the work in the medical department, but did not do actual examination.

Mr. DALLINGER. I want to call your attention to the testimony in Part 4, beginning on page 136, in reply to some questions that I asked Mr. Wright. He speaks about having been unable to get any satisfaction from the Vocational Board, after repeated attempts, and finally went to the Red Cross.

Mr. DALLINGER. You mean after you saw people at the Red Cross?

Mr. WRIGHT. Yes, sir.

Mr. DALLINGER. That when they arranged for you to go up to the Vocational Board again?

Mr. WRIGHT. Yes, sir.

Mr. DALLINGER. Who did you see that time?

Mr. WRIGHT. Dr. Merriam.

Mr. DALLINGER. Do you remember the date in August that you were at the board?

Mr. WRIGHT. Who?

Mr. DALLINGER. Was this on August 4?

Mr. WRIGHT. Yes, sir.

Mr. DALLINGER. Do you happen to remember what day of the week it was?

Mr. WRIGHT. August 4.

Mr. DALLINGER. You do not happen to remember what day of the week?

Mr. WRIGHT. No.

Mr. DALLINGER. What time of day was it you called?

Mr. WRIGHT. In the morning.

Mr. DALLINGER. Where was the office located?

Mr. WRIGHT. Fourth Avenue and Twenty-sixth Street; that is the Red Cross. They called up.

He misunderstood my question.

Mr. DALLINGER. Did you see Dr. Merriam?

Mr. WRIGHT. Yes, sir.

Mr. DALLINGER. Were you kept waiting?

Mr. WRIGHT. No; I went right up to him.

Mr. DALLINGER. Did anybody go with you from the Red Cross or did you go alone?

Mr. WRIGHT. No; I went alone.

Mr. DALLINGER. Just describe your treatment that day by the officers of the Vocational Board.

Mr. WRIGHT. He said, "Well, what case is this?" I said, "I am Mr. Wright that the Red Cross spoke to you about over the telephone." He said, "What do you want?" I said, "I came over to see you about getting training." He said, "You will have to go down to the War Risk Insurance, 280 Broadway, and be examined again." That is what he told me, and I went down there.

Mr. DALLINGER. When was it that you had been examined?

Mr. WRIGHT. In May, the 22d. He sent me down there.

That was referring to you.

Here is a letter that he sent down. I wanted to get training wherever I could possibly do it and was discharged from the service that day, on May 16, 1919, and they said, "Will you kindly arrange for such payment as may be needed and let me have a report?" I again went out, and he gave me a letter for treatment. I took it for granted that he wanted to sidetrack me.

Mr. DALLINGER. You went down there to the War Risk Insurance Bureau the same day?

Mr. WRIGHT. Yes, sir.

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Mr. DALLINGER. And you were examined again?
Mr. WRIGHT. No, sir.

Then he goes on a little later:

I went back to the Red Cross with that letter and called up that same Dr. Merriam again.
Mr. DALLINGER. Do you know what date this was?
Mr. WRIGHT. The next day.
Mr. DALLINGER. August 5?
Mr. WRIGHT. Yes, sir.
Mr. DALLINGER. They called up Dr. Merriam again at the Red Cross?
Mr. WRIGHT. Yes, sir; I do not know what the conversation was, but before I went back there again, as he told me.
Mr. DALLINGER. You saw Dr. Merriam again?
Mr. WRIGHT. Yes.
Mr. DALLINGER. What did he say to you this time?
Mr. WRIGHT. I do not just remember what he did say.
Mr. DALLINGER. What I am trying to find out is how he treated you?
Mr. WRIGHT. Always shoved me off on somebody else.
Mr. DALLINGER. What did he do that time, August 5?
Mr. WRIGHT. Referred me to some other adviser.

What have you to say in regard to that; do you remember any such case?

Dr. MERRIAM. I do not remember the man, but the case is very clear. I think the man evidently came to the Federal board for treatment. The quotation from the letter, "Will you not furnish such payments as are necessary," is not a correct quotation from the letter. The letter is a form letter that I got up myself some months ago, in fact, a letter that we send with the man to the War Risk for treatment and we ask in that letter, "Will you not furnish such treatment as may be necessary and let me have a report?"

Mr. DALLINGER. Apparently what happened, as far as this man's testimony goes, is that he was sent by you back to the War Risk Bureau and after he had his examination, through the Red Cross, he came up to see you again. He was trying to get training.

At any time did you ever explain to that man the reason for sending him repeatedly to the War Risk Insurance for examination?

Dr. MERRIAM. I think the man says in his testimony that he was not examined by the War Risk Insurance.

Mr. DALLINGER. But you sent him down there.

Dr. MERRIAM. I sent him for an examination, but I think he says there that he did not go.

Mr. DALLINGER. He says he was examined way back in May by the War Risk but that you kept sending him down there to be examined again, and I thought possibly you might enlighten the committee as to what actually occurred. Why did not that man get training or why was he not told or why was not some one sent down with him so that the man's case could be adjusted in some way?

Dr. MERRIAM. I can not recall the particular case just at the moment. With the number of cases we had there, I could not recall any individual case. The man undoubtedly was a treatment case and he had been given a letter and told to go to the War Risk Insurance and told to get his treatment. Now, why he has not been granted training I think can best be decided by whether he can be granted compensation. At that time they had to be granted compensation before the board could train them. This was a treatment case undoubtedly, and the man was given a letter to the Bureau of

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War Risk Insurance but for some reason he has not given them that letter, otherwise he would not have the letter from the Red Cross.

Mr. DALLINGER. Why did he not go where he was told?

Dr. MERRIAM. He says he took that letter to the Red Cross.

Mr. DALLINGER. After he had gone to the War Risk?

Dr. MERRIAM. The War Risk would take up that letter and keep it as a matter of record.

Mr. DALLINGER. Then your explanation is that he never went to the War Risk Insurance?

Dr. MERRIAM. That is the way it looks, because they take those letters and answer those letters, and give us an official reply as to what they have done with the man. We do that in all instances because at that time men we had in training sent to the War Risk were often sent to the hospital, and unless we got an official reply to our official letter we did not know that the man was in a hospital; but as soon as we get their reply we know in the training department that that man has been put in a hospital for treatment, and we will notify them when he is discharged from the hospital or they will give us a letter when he is discharged, and he comes back to us with his discharge from the hospital.

Mr. DALLINGER. As I understand it, according to your testimony at that time, he had to first get a rating from the War Risk Insurance before you could give him training?

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. Was there any delay while you were examining at the New York office; were boys obliged to wait around all day and then be told to come the next day?

Dr. MERRIAM. In some instances; yes, sir; on Mondays, for instance. Monday was an unusually heavy day, and following holidays sometimes there were unusually heavy days. It depends altogether on the character of the examination you have to make and the number of men you have to examine. The medical department could have taken care of more men had we had the space. We did not have the space to put the Medical Department in.

Mr. DALLINGER. Just what period were you at New York?

Dr. MERRIAM. I was there from February 14, 1919, until February 1, 1920.

Mr. DALLINGER. You were there just a year?

Dr. MERRIAM. Eleven months and a half, to be exact.

Mr. DALLINGER. Now, a number of the boys testify here that they were not given a thorough examination; that the doctors simply looked at them, etc.; what was your practice? Did you give the boys a thorough examination?

Dr. MERRIAM. When I examined a man; yes, sir; so far as I could. Numbers of times I had to go over them faster than I would ordinarily in order to get the men through. Where a man has a very clear and stated disability, there is not much of an examination required. For instance, the amputation of an arm is a very easy examination. On the other hand, if that man had had a heart condition or a kidney condition or suspected tuberculosis, it is a rather long examination and a rather tedious examination, and 10 men a day with heart conditions or tubercular conditions would be a pretty good day's work for any physician.

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Mr. DALLINGER. And how many boys came there, on an average, to be examined?

Dr. MERRIAM. I think about 50 a day.

Mr. DALLINGER. And how many doctors did you have when you first went there?

Dr. MERRIAM. Well, they did not have 50 a day during the first of the year. I was figuring on a later period. I would say from 20 to 30 then.

Mr. DALLINGER. And how many doctors did you have?

Dr. MERRIAM. I was the only one there.

Mr. DALLINGER. Were you the doctor who was hired in the afternoons?

Dr. MERRIAM. No, sir; I was on full-time work. The doctor whom I succeeded was on part-time work from 1 o'clock until 5.

Mr. DALLINGER. What were your office hours?

Dr. MERRIAM. I did not have any office hours. I was supposed to be there from 9 until 5, but I was there from 8 or 8.30 until 7 or 8 o'clock and sometimes 11 o'clock at night at case board meetings.

Mr. DALLINGER. And how long a period was it that you were the only examining physician?

Dr. MERRIAM. Until the 1st of April.

Mr. DALLINGER. And from what date?

Dr. MERRIAM. From the 15th of February until the 1st of April, 1919.

Mr. DALLINGER. And during that time was it a fact that you were not able to dispose of all the cases that came there in a day?

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. So that some boys had to wait?

Dr. MERRIAM. Yes, sir; it was a physical disability to examine all the men in one day.

Mr. DALLINGER. When you had 20 or 30 men waiting to be examined and found that you had a number of cases that were taking some time and that there was no possibility of reaching a dozen or 15 of those cases, did you tell those boys that they could leave or were they obliged to wait around all day long without knowing anything about when they would be examined?

Dr. MERRIAM. The information desk took the man's name as he came into the office, put the time of day he came in on the paper, and we took them according to the time they came in. As soon as they found we had all the men we could handle, we notified the rest of the men that we could not get to them and to come the first thing in the morning, and those men I usually met at the office at 8 o'clock, an hour before we started up, and started in to examine them. The men did not have to wait all day.

Mr. DALLINGER. Was any complaint made to you about the men having to wait without getting any satisfaction?

Dr. MERRIAM. There was some complaint; yes, sir; because a good many of the men had gotten positions and could not wait.

Mr. DALLINGDR. Now, Doctor, very soon after you started in there you found out that you could not take care of all the cases that came to you in a day; that is a fact, is it not?

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. Did you go to the district vocational officer or to anybody else and notify them of that fact and ask for assistance?

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Dr. MERRIAM. Yes, sir; we asked for assistance several times before we were finally given one man.

Mr. DALLINGER. To whom did you apply—Mr. Griffin?

Dr. MERRIAM. Mr. Griffin at the time, and Mr. Griffin in turn wrote the chief of the Division of Rehabilitation and asked that we be given additional medical officers, and for some reason or other we were not granted permission to employ them.

Mr. DALLINGER. Was any reason given?

Dr. MERRIAM. I did not see the return correspondence on that any more than Mr. Griffin told me that they could not employ any other medical men and we insisted upon it, and they did give us one man later on.

Mr. DALLINGER. That was in April?

Dr. MERRIAM. April 1.

Mr. DALLINGER. And was that man employed all the time?

Dr. MERRIAM. Full time; yes, sir.

Mr. DALLINGER. Who was he?

Dr. MERRIAM. Dr. Richardson.

Mr. DALLINGER. A good man?

Dr. MERRIAM. Yes, sir; a very good man.

Mr. DALLINGER. And he worked there all day the same as you?

Dr. MERRIAM. Yes, sir; full time.

Mr. DALLINGER. Were the two of you able to take care of all the cases that came there?

Dr. MERRIAM. No, sir; we were not at that time.

Mr. DALLINGER. That is, by April the number of cases had increased still more?

Dr. MERRIAM. They were increasing right along.

Mr. DALLINGER. And when you found that you and Dr. Richardson both working together all day long could not handle those cases, did you say anything to Mr. Griffin about it and ask for further assistance?

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. And what did Mr. Griffin say about that?

Dr. MERRIAM. Mr. Griffin took it up with the central office and central office did authorize us to employ one additional man.

Mr. DALLINGER. When was that?

Dr. MERRIAM. If I am not mistaken, it was in May. I will not be quite sure but I think it was in May.

Mr. DALLINGER. Did that man devote his full time to the work?

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. When you got those three men working all day, were you able to take care of all the cases?

Dr. MERRIAM. The work was increasing as we increased the medical staff and there was a great deal of administrative work that should have been done that we did not have the time to do because I had to help the medical officers out with their examinations occasionally.

Mr. DALLINGER. Did Mr. Griffin state to you that the reason he could not get more doctors or more medical assistance was because of a lack of appropriations, or was it simply a case of central Washington in Washington not giving them doctors?

Dr. MERRIAM. Mr. Griffin told me that central office had refused to let them employ any more doctors at that time. I did not see the

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correspondence on it, but he told me that central office would not let them employ any more, and on the strength of that we wired central office again and asked them a second time for additional medical staff. I did not see the return correspondence on that or the return wire, their reaction.

Mr. DALLINGER. In other words, it was a constant fight on your part to get additional assistance?

Dr. MERRIAM. That is it exactly.

Mr. DALLINGER. And when you finally left the New York office how many doctors did they then have?

Dr. MERRIAM. I think about 18.

Mr. DALLINGER. Doctor, without consuming unnecessary time, it was a constant fight from the time you went there to get more and more doctors, until finally you succeeded in getting 18.

Dr. MERRIAM. When I took up the question of getting additional personnel with Mr. Griffin, Mr. Griffin handled it after that, and I did not see the reaction and I am only quoting what Mr. Griffin told me.

Mr. DALLINGER. But you were the only one who knew the necessity for more doctors.

Dr. MERRIAM. Yes, sir; we needed personnel.

Mr. DALLINGER. I mean you are the man who would know about it and be in a position to tell Mr. Griffin.

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. Mr. Griffin would not know whether you were able to handle the cases or not unless you told him. If you did not say anything to him about it, he would assume you were taking care of all the cases that came in, and as I understand it, you continually requested Mr. Griffin for more assistance, and Mr. Griffin communicated with the central office in Washington.

Dr. MERRIAM. The information that came to me was that the chief of the division of rehabilitation would not let them employ any additional personnel. That was the reaction on it.

Mr. DALLINGER. Did either you or Mr. Griffin have anything to say about these men, or were they simply sent on from Washington?

Dr. MERRIAM. The medical men?

Mr. DALLINGER. Yes.

Dr. MERRIAM. They were employed in the New York office at that time.

Mr. DALLINGER. In other words, you were authorized to employ them, or Mr. Griffin was authorized to employ them.

Dr. MERRIAM. I think he had to have the permission of the chief of the division of rehabilitation at that time to employ men.

Mr. DALLINGER. What I meant was did he recommend these men or were they sent from Washington arbitrarily?

Dr. MERRIAM. They were recommended there in the district office.

Mr. DALLINGER. I am trying to get the modus operandi. Did you or Mr. Griffin talk the matter over, decide on a doctor, and then ask permission to employ him, or was there somebody employed by the central office here in Washington and sent on to you?

Dr. MERRIAM. I do not recall of any medical officer having been sent from the central office to district No. 2. One of the medical officers was employed without my knowledge at all, was employed by the field organizer at that time, and the arrangements were made

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for the employment of Dr. Richardson by the field organizer. I had nothing to do with it at all. The arrangements had been made.

Mr. DALLINGER. Were you at the head of the medical organization?

Dr. MERRIAM. I was the only medical man on the board; yes, sir.

Mr. DALLINGER. And two of these doctors were sent down there without consulting you at all about it?

Dr. MERRIAM. I was not consulted. Possibly central office or the chief medical officer was consulted, but I knew nothing of it until he was assigned to duty there.

Mr. DALLINGER. You consider it very important that these boys should be examined as quickly as possible?

Dr. MERRIAM. I certainly do; yes, sir.

Mr. DALLINGER. At the time you left, in your opinion, did they have doctors enough, when they had 18?

Dr. MERRIAM. Yes, sir; they had an ample staff when I left.

Mr. DALLINGER. So that now there should be no delay?

Dr. MERRIAM. There should be no delay at all.

Mr. DALLINGER. How long, on an average, does a boy have to wait to get his examination?

Dr. MERRIAM. I can not state just at the moment because they moved since I left there, and have more space now.

Mr. DALLINGER. I mean at the time you left, when you had the 18 doctors?

Dr. MERRIAM. That would depend on the man a good deal. For instance, a psychiatrist case——

Mr. DALLINGER (interposing). You do not understand me. I do not mean how long it would take for the boy's examination but how long would he have to wait. For instance, a boy comes there and applies for training and the first thing that the man at the desk says is that the boy must be examined to see whether he has a vocational handicap, etc.; now how long, on an average, would the boy have to wait in the New York office before he got his examination; that is, at the time you left.

Dr. MERRIAM. The man would be examined at least the same day, at the most. I would say the man should be examined in less than three or four hours after he was turned over to the medical department.

Mr. DALLINGER. In three or four hours?

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. That would be the outside time that he would have to wait?

Dr. MERRIAM. That was the arrangement at the time I was there. At the noon hour we had finished practically all the men we had in the morning, and in the afternoon we started in on the new men who were picked up.

Mr. DALLINGER. And during all the time you were there, so far as your own conduct is concerned and the conduct of all the other doctors, beginning with the first man who was employed to assist you, down to the whole 18, their treatment of the men was courteous and decent?

Dr. MERRIAM. To my personal knowledge it was, with the one exception.

Mr. DALLINGER. With the one exception you spoke of.

Dr. MERRIAM. Yes, sir.

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Mr. DALLINGER. And, of course, during that time you examined thousands of men.

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. And there was only one case about which you would say any complaint was justified.

Dr. MERRIAM. There were numbers of complaints from the one source.

Mr. DALLINGER. You mean from this one case?

Dr. MERRIAM. From the one doctor; yes, sir.

Mr. DALLINGER. Oh, I see. There were a great many complaints of this one particular doctor.

Dr. MERRIAM. Yes, sir.

Mr. DALLINGER. Have you any objection to telling the committee the name of that doctor?

Dr. MERRIAM. I will, if the committee requests it; yes, sir.

Mr. DALLINGER. Well, I should like to know it.

Dr. MERRIAM. Dr. McLean—George D. McLean.

Mr. DALLINGER. How long was he with the board?

Dr. MERRIAM. He was there from May until October.

Mr. DALLINGER. And during that time he examined a good many men?

Dr. MERRIAM. Twenty-five a day, to be exact, along in the latter part of his career there.

Mr. DALLINGER. And you think that if Dr. McLean had not been there, there would not have been any complaints about the New York office so far as the Medical Department is concerned?

Dr. MERRIAM. No, sir; without any mental reservation whatever, I can say the medical department in New York is one of the cleanest I have ever had the pleasure of being associated with, and with that one exception, they have treated the men to their entire satisfaction.

Mr. DALLINGER. What position do you hold with the board at Atlanta?

Dr. MERRIAM. I am assisting the district medical officer there in some work he is doing.

Mr. DALLINGER. Are there any complaints in regard to the treatment of the disabled soldiers at the Atlanta office?

Dr. MERRIAM. I have not been there long enough to pick them up.

Mr. DALLINGER. You have only been there a week?

Dr. MERRIAM. Yes, sir.

The CHAIRMAN. Doctor, just one more question, and then we will excuse you. Is there a possibility of an applicant being sent for an examination three or four or five different times before he is accepted?

Dr. MERRIAM. Yes, sir; there is a possibility of that condition arising. Quite often conditions come to a point where you can not put the man in training because of some infectious disease that he has, and that condition will continue. The man is partly to blame for these repeated examinations. He has a condition so that we can not keep him in training on account of his condition, and we believe it is better for him to be away from the men he is to be associated with. That man will come in in two or three weeks for a reexamination and request a reexamination. We do reexamine the man and we give him every consideration, but the second examination will show the same condition he had at first, and if that condition is not cleared

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up in two months, and he comes back every two weeks, we shall have examined that man four times, and still he is not in condition to go into training, but that is at his request.

The CHAIRMAN. However, that would be at his own request.

Dr. MERRIAM. Yes, sir.

The CHAIRMAN. You are excused, Doctor.

TESTIMONY OF MR. W. H. WHITNEY, FARMINGDALE, LONG ISLAND, N. Y.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Mr. Whitney, where are you located just now?

Mr. WHITNEY. I have been at Alexandria, La., recently.

The CHAIRMAN. What is your relationship with the board?

Mr. WHITNEY. I am in the capacity of a training assistant.

The CHAIRMAN. How long have you been in Louisiana?

Mr. WHITNEY. I went to Louisiana about the 25th of March.

The CHAIRMAN. Were you ever identified with the New York office?

Mr. WHITNEY. Yes, sir.

The CHAIRMAN. At what time?

Mr. WHITNEY. From the 1st of January, approximately, 1919, until about the 20th of January, 1920.

The CHAIRMAN. What was your position there?

Mr. WHITNEY. I was rated as a special agent until October, when I passed my examination as a training officer and got an appointment as a training assistant.

The CHAIRMAN. What would be the meaning of a special agent? What would you be doing as a special agent?

Mr. WHITNEY. I think that is a designation that the civil service gave, or the board gave, until examinations could be taken.

The CHAIRMAN. What were your duties while you were special agent?

Mr. WHITNEY. Practically those of an adviser, but there were other duties which might have been given to one at the same time.

The CHAIRMAN. Well, were you an adviser?

Mr. WHITNEY. A portion of that time, when I was not in the training department.

The CHAIRMAN. Would you be one of the first to meet the disabled man?

Mr. WHITNEY. For about five weeks I acted in that capacity, until I was called into the New York office; that is, I was a field man.

The CHAIRMAN. So you would make the contact.

Mr. WHITNEY. Yes.

The CHAIRMAN. What had been your training before this time?

Mr. WHITNEY. I am a farmer by occupation and a gardener, and I have had considerable training as a practical mechanic.

The CHAIRMAN. What are the duties of an adviser?

Mr. WHITNEY. The duties of an adviser usually involve the meeting of the man, making the first contact, and talking over his problem with him, trying to find out what he is interested in, trying to find out what his former occupation consisted of, and whether, in all probability, he might want to take training, and then try to guide him in considering that training carefully.

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The CHAIRMAN. In other words, the adviser would be a man who ought to be pretty well equipped on vocational guidance, in order to determine what this particular person or that particular person should do?

Mr. WHITNEY. I should say so, sir.

The CHAIRMAN. That is a pretty big field, is it not?

Mr. WHITNEY. It is one of the most important parts of the work, I think.

The CHAIRMAN. There has been a good deal of controversy here as to how far we should allow the disabled man himself to be the judge of what he is to do. Your position would be, really, finally deciding what he had better do.

Mr. WHITNEY. With the man?

The CHAIRMAN. Yes; that is what I mean. What was your attitude toward men who were making application for training?

Mr. WHITNEY. I think it was the attitude of an adviser who was sympathetic toward the problem of the disabled man.

The CHAIRMAN. Have you any cases in mind where a lack of sympathy has been shown?

Mr. WHITNEY. No, sir.

The CHAIRMAN. Do you know anything about that?

Mr. WHITNEY. Nothing whatever.

The CHAIRMAN. There has been complaint here that in the New York office, at least in the early stages, there was an attitude that did not indicate much sympathy. What do you know about that?

Mr. WHITNEY. Do you refer to me particularly, sir?

The CHAIRMAN. No; I refer to your knowledge as to whether there was any or not in the New York office.

Mr. WHITNEY. I have never seen any of that sort of thing. I think the attitude of all the advisers and all the training officers who came in contact with the men at all was very distinctly sympathetic. There was no question about that at any time. My knowledge of that is rather extensive, because I think I know, or did know, practically all the men in the New York office.

The CHAIRMAN. What can you say about the general statement that has been commented upon frequently about keeping the boys waiting so long before they could get final decisions?

Mr. WHITNEY. That was simply a problem incident to the magnitude of the task. It was an impossibility, because we were understaffed a large part of the time.

The CHAIRMAN. There was delay, then?

Mr. WHITNEY. There was some delay caused by the fact that some of the interviews had to be lengthy, and frequently the man did not know just what he wanted, and he had to be drawn out.

The CHAIRMAN. Do you recall at any time any disabled man who was treated as a charity subject?

Mr. WHITNEY. I have no knowledge of that sort, sir; none whatever.

The CHAIRMAN. Suppose an applicant for training would approach you, as an adviser, and he might not be satisfied with your decision and might be petulant and show to you that he was not satisfied; how would you treat him?

Mr. WHITNEY. I do not recall any of those cases. I think the men were usually very well satisfied. It was very difficult sometimes to

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have a man agree that a certain thing might be the best thing for him, but in those events we gave the man an opportunity to think the thing over, and we tried to get him to see that a certain piece of advice might be good when perhaps at the beginning he did not see that.

The CHAIRMAN. Mr. Whitney, let me read you a portion of a statement made by a witness under oath here in this room before this committee:

> They are made to wait for hours and hours, and often for several days in succession, sitting in chairs before they even receive a first hearing. After their cases are taken up and they are frequently obliged to wait days or weeks before any action is taken so far as resulting good to them personally is concerned. The following examples in quotation marks are substantially correct; that is, they are as nearly as memory will serve the exact words used in my hearing by various examiners and advisers, viz: I said, "But you don't understand the psychology of the soldier." Answer, "No; thank God; and I hope we never shall."

Did you ever hear anybody say that?

Mr. WHITNEY. I did not; no, sir.

The CHAIRMAN. You are Mr. Whitney, are you not?

Mr. WHITNEY. Yes, sir.

The CHAIRMAN. The party who testifies to this wrote a paper which must have been elaborately prepared because it was to be read and was read at a convention of considerable distinction, and this party was there by invitation. That statement was made there and was repeated here under oath, and when we asked who the person was, the witness said that the name was Mr. Whitney.

Mr. WHITNEY. I think that is an incorrect statement, sir. I have never been conscious of making any such statement and I never had any such attitude attributed to me by any other person except this person to whom you refer, and I may state here that I do not know the party who made that statement. I have never met the party.

The CHAIRMAN. Further on in this same testimony, quoting again:

> Think what the rehabilitation of the soldier would have been under Army control—militarism, fatal to this country.
> That was also Mr. Whitney.

Do you recall making that statement?

Mr. WHITNEY. I do not, sir. It was not the present Mr. Whitney.

The CHAIRMAN. I asked the witness, "Who is Mr. Whitney?" and the answer was, "An adviser in the New York Federal Board. I have no idea whatsoever whether he is there at present or not. He was present when he spoke to me." I then asked, "Do you know his first name?" and the answer was, "No; I simply took his name from the name written on the side of his desk."

Mr. WHITNEY. My name was undoubtedly on the side of my desk, but I was very frequently out of the office, sir, and I think a dozen other people occupied the same desk that I did when I was away, and it might have been any one of a dozen persons, although I do not care to attribute that to any other person, because I do not think any person in the New York office would take that attitude toward any of the men who came there.

The CHAIRMAN. We have had a good deal of testimony from soldiers themselves in corroboration of this general charge of a lack of sympathy. Do you know Mrs. Jacobs?

Mr. WHITNEY. I do not know Mrs. Jacobs.

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The CHAIRMAN. Do you remember ever having met her?

Mr. WHITNEY. I do not, sir.

Mr. ROBSION. How old are you, Mr. Whitney?

Mr. WHITNEY. I am 41.

Mr. ROBSION. What were you doing immediately before you went into the Federal board service?

Mr. WHITNEY. I was engaged in agricultural work, agricultural teaching.

Mr. ROBSION. You did not actually farm?

Mr. WHITNEY. Farm mechanics work; and prior to that——

Mr. ROBSION (interposing). What do you mean by that?

Mr. WHITNEY. Well, that is the instruction of farm mechanics. I was brought up on a farm and was taught to do farming.

Mr. ROBSION. You were not taught farm mechanics?

Mr. WHITNEY. Yes; I was brought up on farm mechanics and had the practical work to do around the farm.

Mr. ROBSION. Do you mean the planting of corn and the hoeing of corn?

Mr. WHITNEY. No; that is agriculture proper as distinguished from farm mechanics work.

Mr. ROBSION. That is what I am trying to find out. Did you fix the plows and shoe the horses?

Mr. WHITNEY. Yes; I did the general work around the farm of a mechanical character; fixed the plows, built cow stables, helped to build the barn and sheds, and all that sort of thing, cement work, concreting.

Mr. ROBSION. Jack-of-all trades on the farm?

Mr. WHITNEY. To some extent.

Mr. ROBSION. Except doing the farming?

Mr. WHITNEY. No; I did a good deal of farming also.

Mr. ROBSION. What did you receive per month or year?

Mr. WHITNEY. As a farmer?

Mr. ROBSION. Yes; before you went into this Federal board work.

Mr. WHITNEY. I received $200 a month; $2,400 a year on a 12 months' basis.

Mr. ROBSION. What did you get from the Federal board?

Mr. WHITNEY. The Federal board paid me $2,900.

Mr. ROBSION. Did you have any job at all when you took this position?

Mr. WHITNEY. Yes, sir. I left my work to come with the board.

Mr. ROBSION. Where were you working?

Mr. WHITNEY. I was employed by the New York Institute of Applied Agriculture at Farmingdale, Long Island, which is my present home.

Mr. ROBSION. Did you do any farming there; or talk about it?

Mr. WHITNEY. No; except such as was done on the school farm, which is a large farm of about 300 acres.

Mr. ROBSION. You were not in the service?

Mr. WHITNEY. I registered, but I was never called.

Mr. ROBSION. What was your attitude during the war—were you known as a pacifist?

Mr. WHITNEY. I think not, sir.

Mr. ROBSION. Mr. Greer, the assistant vocational officer at Philadelphia, testified here the other day that he had said that the Federal

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board owing to certain conditions, was forced to secure its employees from the scum of the country. Did you observe any scum in the New York office—or what you would call the scum of this country?

Mr. WHITNEY. No; I think most of the men were pretty high-grade men; they were men who had different kinds of experiences, different lengths of training periods, and, naturally, had different qualifications for the work; but, I think, on the whole the New York office would average up very well with other offices, so far as experienced men were concerned, but there never was enough such men to do the work.

Mr. ROBSION. Could you give the committee any idea why Mr. Greer should make a statement like that in regard to the persons engaged in this great work? Is there any foundation for a statement like that?

Mr. WHITNEY. I do not know that there is, sir; at least, not in my experience. The men whom I have associated with on the board have all had the very finest attitude toward this work, and I think, as I said before, most of them are very well trained for the work.

Mr. ROBSION. It has been suggested to me that you visited the Boland school, at Pittsburgh; when did you do that?

Mr. WHITNEY. I was sent to Pittsburgh about the 23d or 24th of January of this year; I remained in Pittsburgh two days and visited the Allegheny Vocational School.

Mr. ROBSION. Who sent you?

Mr. WHITNEY. I was sent by the central office to observe the work there.

Mr. ROBSION. How many did you have there then?

Mr. WHITNEY. I think in the neighborhood of 350 men, or, possibly, 400; I have forgotten the exact number.

Mr. ROBSION. How many teachers did you have?

Mr. WHITNEY. I presume about 20 at that time. I think I met most of the teachers, but I have just forgotten the number.

Mr. ROBSION. Those teachers were to instruct in citizenship, English, arithmetic, carpentry, cabinetmaking, sheet metal, drafting, machine-shop practice, and electrical wiring. You were sent there to inspect that school, you say?

Mr. WHITNEY. Yes, sir.

Mr. ROBSION. How many teachers did they have in electrical wiring?

Mr. WHITNEY. I think there were two teachers in the electrical department, but only one engaged in wiring, as I recall the details.

Mr. ROBSION. How many boys were taking that course?

Mr. WHITNEY. I do not know just how many, but, I judge, possibly 10 or 15 in the room at that time; but there may have been some doing outside work.

Mr. ROBSION. How many teachers did they have for carpentry and cabinetmaking?

Mr. WHITNEY. One or two teachers in the shop.

Mr. ROBSION. Which was it—one or two?

Mr. WHITNEY. I do not know; I do not recall.

Mr. ROBSION. How many students did they have in cabinetmaking?

Mr. WHITNEY. I do not recall that, sir; but a good class.

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Mr. ROBSION. How many teachers in sheet metal?

Mr. WHITNEY. I think there were two men in sheet metal.

Mr. ROBSION. How many students?

Mr. WHITNEY. I do not know; I do not remember those things.

Mr. ROBSION. How many teachers did they have in drafting?

Mr. WHITNEY. I do not recall the drafting particularly.

Mr. ROBSION. Well, did they have any taking the course in drafting?

Mr. WHITNEY. I do not recall the drafting without looking it up.

Mr. ROBSION. That is a pretty important part of the work, is it not?

Mr. WHITNEY. It was not so important to me because I was not there to make a report on the school but to get ideas for another school. I did not feel I needed any further information in regard to drafting for these men.

Mr. ROBSION. How many teachers did they have in the machine shop?

Mr. WHITNEY. They had two or three teachers; I think there were two, if I remember correctly.

Mr. ROBSION. And how many students?

Mr. WHITNEY. I should say there were approximately 30 in the shop at that time.

Mr. ROBSION. How many did they have teaching citizenship?

Mr. WHITNEY. The citizenship was taught at that time along with citizenship. As I remember the work it was of the most excellent character.

Mr. ROBSION. How many teachers did they have for citizenship, English and arithmetic?

Mr. WHITNEY. I met three lady teachers, but whether they had more I do not know.

Mr. ROBSION. You have only accounted for about 10 teachers there.

Mr. WHITNEY. Well, I did not have an opportunity to meet all of the teachers and I do not remember the figures as to all of them.

Mr. ROBSION. You went down there not to inspect and report on it but just to get information and ideas?

Mr. WHITNEY. Chiefly; yes, sir.

Mr. ROBSION. For what school were you getting information?

Mr. WHITNEY. At that time they were planning to open up the Perryville School at Perryville, Md., and I was acting as advisor to the man who was to become director of that school, because my experience in that work had been rather extensive.

Mr. ROBSION. Acting as adviser for the director of a school?

Mr. WHITNEY. Yes, as associate adviser.

Mr. ROBSION. What was the Perryville school; or did it ever develop?

Mr. WHITNEY. The Perryville School is a school which at the present time has about 70 or 75 students; it is carried on at the plant of the Atlas Powder Co. or what was formerly the plant of the Atlas Powder Co. at the head of Chesapeake Bay, Perryville, Md.

Mr. ROBSION. How many teachers have they there for those 70 students?

Mr. WHITNEY. When I left there to go to Alexandria I think there were 3 or 4 teachers who were then on the job, but I think since

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that time some 3 or 4 additional teachers have been added to the staff.

Mr. ROBSION. So there are about 7 or 8 teachers for 70 students?

Mr. WHITNEY. I am not sure as to just the number but I think possibly 6 or 7 teachers.

Mr. ROBSION. And they do substantially the same work as they do at the Pittsburgh school which is in charge of Mr. Boland?

Mr. WHITNEY. The work is somewhat different but to some extent it is the same. They are utilizing some of the facilities of the plant in order to give instruction, and the work is not all class work.

Mr. ROBSION. Is that school run by a private individual?

Mr. WHITNEY. The Perryville school?

Mr. ROBSION. Yes.

Mr. WHITNEY. No, sir; it is run by the Federal board directly and operated from the central office.

Mr. ROBSION. How much do they pay—how much is the expense of that school?

Mr. WHITNEY. I do not know.

Mr. ROBSION. What advice did you give that Perryville man?

Mr. WHITNEY. I helped to lay out the plans for the shops and to plan some of the courses and advise in other ways in regard to what the men were to take.

Mr. ROBSION. What do they pay the teachers?

Mr. WHITNEY. The director of the school, I think, is paid $2,500; I do not know what they pay the teachers because the teachers came chiefly after I left, although I think there were three or four on the way when I did leave.

Mr. ROBSION. What information did you take from the Pittsburgh school to the Perryville school—what did you tell them?

Mr. WHITNEY. Why, the character of the academic work, the work in elementary subjects, the work in citizenship and, to a considerable extent, we got some ideas in regard to the character of the trades which were taught and the way in which they were taught.

Mr. ROBSION. When was that?

Mr. WHITNEY. That was about the last of January.

Mr. ROBSION. Of this year?

Mr. WHITNEY. About the 21st or 22d of January of this year.

Mr. ROBSION. The board has carried on this work for a long time and yet you had to leave New York and those schools up there teaching the same thing in order to get this information at Pittsburgh?

Mr. WHITNEY. Why, no; I think that information could have been secured from other schools but it was deemed advisable to have the man who was going to Perryville see the Allegheny school because it was a good school.

Mr. ROBSION. It was the biggest school that we had in the United States?

Mr. WHITNEY. Yes; and a most excellent school; one of the best, I think, sir, at least one of the best I have seen.

Mr. ROBSION. We have an invested capital there of $7,000 or $8,000 with 500 students.

Mr. WHITNEY. No: I think that is misrepresented.

Mr. ROBSION. Well, that is Mr. Boland's statement.

Mr. WHITNEY. Mr. Boland's statement is not correct.

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I feel quite sure he was not given a fair chance and that the representations were misrepresentations.

The CHAIRMAN. He had all the chance he wanted.

Mr. ROBSION. How is that?

Mr. WHITNEY. I think they were not correctly stated.

Mr. ROBSION. Were you here when Mr. Boland testified?

Mr. WHITNEY. I think I heard Mr. Boland's testimony yesterday.

Mr. ROBSION. Was he not asked to tell about it, and did he not tell all about it?

Mr. WHITNEY. He was not able to tell about it, I think.

Mr. ROBSION. He was not able to tell about it?

Mr. WHITNEY. No.

Mr. ROBSION. Well, then, do not accuse the committee of not giving him a chance if he does not have the ability. He runs the biggest school in the United States——

Mr. WHITNEY (interposing). I am quite sure I did not intend that; I do not want to leave that impression with you.

Mr. ROBSION. The committee gave him a chance to tell and asked him to tell over and over again.

Mr. WHITNEY. He had a chance; yes, sir.

Mr. ROBSION. The trouble with him apparently was that he could not give the information. Was not that the trouble with Mr. Boland? Do you not think this, Mr. Whitney, that Mr. Boland, having charge of more disabled soldiers than anyone else and having the biggest school, so far as vocational training is concerned, made a mighty poor showing yesterday?

Mr. WHITNEY. I think he did; yes, sir.

Mr. ROBSION. One to hear his testimony and to see him and his performances would not think that he was running the biggest school in the country for Uncle Sam successfully.

Mr. WHITNEY. Mr. Boland has been ill for the last two weeks, and he has been working very hard; he had just recovered from an illness when we visited Allegheny, and he was not in good condition then, but he showed an entirely different condition in his school than he did here yesterday; he did not do the school nor himself justice.

The CHAIRMAN. You are excused.

TESTIMONY OF CAPT. FREDERICK O. SMITH.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Give your full name.

Capt. SMITH. Frederick O. Smith.

The CHAIRMAN. Mr. Dallinger, will you examine the witness?

Mr. DALLINGER. Are you employed by the Vocational Board?

Capt. SMITH. Yes, sir.

Mr. DALLINGER. What were you doing before you were employed by the Federal board?

Capt. SMITH. I was discharged from the Army on April 6, 1918, and came with the board on April 7.

Mr. DALLINGER. What did you do before you went into the Army?

Capt. SMITH. I was assistant superintendent of schools in Bridgeport, Conn., in charge of industrial education.

Mr. DALLINGER. Are you a college man?

Capt. SMITH. No, sir.

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Mr. DALLINGER. A normal school graduate?
Capt. SMITH. No, sir.
Mr. DALLINGER. How old are you?
Capt. SMITH. Forty-seven.
Mr. DALLINGER. How long had you been superintendent of schools at Bridgeport?
Capt. SMITH. I had been in Bridgeport two years.
Mr. DALLINGER. Where had you been before that?
Capt. SMITH. I was in Passaic, N. J., five years.
Mr. DALLINGER. In the same position?
Capt. SMITH. Approximately the same, director of industrial education.
Mr. DALLINGER. When did you enter the service?
Capt. SMITH. I entered the service on June 29, 1918.
Mr. DALLINGER. With what outfit?
Capt. SMITH. In the Sanitary Corps, assigned to the Surgeon General's Office, Physical Reconstruction Division.
Mr. DALLINGER. Did you go across seas?
Capt. SMITH. No, sir.
Mr. DALLINGER. How long were you in the service?
Capt. SMITH. Ten months.
Mr. DALLINGER. When were you discharged?
Capt. SMITH. On April 6, 1918, or, I mean, 1919.
Mr. DALLINGER. In what capacity are you employed by the Federal board?
Capt. SMITH. Training officer.
Mr. DALLINGER. In what office?
Capt. SMITH. The central office.
Mr. DALLINGER. In Washington?
Capt. SMITH. Yes, sir; directly responsible to Mr. Hamilton, Superintendent of Advisement and Training.
Mr. DALLINGER. Are you here all the time or do you travel around the country?
Capt. SMITH. I travel considerably?
Mr. DALLINGER. Just what are your duties?
Capt. SMITH. My duties since last November have been those of working out a cooperative plan between the Public Health Service and the general board for training disabled men in the hospitals and private sanatoria wherever it is needed.
Mr. DALLINGER. Are you familiar with the work of the New York office?
Capt. SMITH. Very little, sir; I have visited, perhaps, the first seven offices, from one to seven, inclusive, at various intervals.
Mr. DALLINGER. With what particular phase of the work are you familiar?
Capt. SMITH. Well, as I say, since last November I have been directing all my energies on the Public Health Service problem, a cooperative plan, and I have a statement here which, if you will allow me to read it, will give you a line on just what my duties are.
Mr. DALLINGER. You have not had any direct dealings with disabled soldiers?
Capt. SMITH. No, sir; not directly.
Mr. DALLINGER. They have never applied to you directly and you have never advised them directly?

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Capt. SMITH. No, sir.

Mr. DALLINGER. In other words, your work with the board has been more of an administrative nature?

Capt. SMITH. Yes, sir. The only advice I gave to disabled soldiers was when I was in the Army; that is, in the reconstruction division.

Mr. DALLINGER. How long did you carry on that work?

Capt. SMITH. I was in that work for 10 months.

Mr. DALLINGER. Where did you do that work?

Capt. SMITH. I started in before I had my commission at Fort McHenry, Baltimore, on the 14th of May or the 15th of May; I went from there on July 9 to the Surgeon General's office for two weeks, and from there I was assigned to Fort McPherson, Ga., where I stayed for eight months, and during that entire time I was connected with the reconstruction division, planning rehabilitation problems or trying to work them out.

Mr. DALLINGER. That is, the physical construction of the men while in the hospitals?

Capt. SMITH. Yes, sir.

Mr. DALLINGER. The reconstruction of wounded men?

Capt. SMITH. Yes, sir.

Mr. DALLINGER. The reconstruction of men coming from overseas and who went to this place in Georgia?

Capt. SMITH. Yes, sir.

Mr. DALLINGER. If you want to read your statement you may do so.

Capt. SMITH. The Federal board, upon the realization of the size of the problem of training tuberculous ex-service men, turned to Mr. T. B. Kidner and Dr. H. A. Pattison, both of whom are now with the National Tuberculosis Association—I might stop right here and say that our greatest problem is with the tuberculous men at the present time—as being persons able to work out a cooperative plan between the Public Health Service, the War Risk Insurance Bureau, and the Federal board. Their efforts resulted in a conference between the Federal board and the United States Public Health Service, and definite plans were formulated. This conference was followed immediately by a letter from the Surgeon General of the Public Health Service setting forth the kinds of training which might be undertaken by patients in hospitals, namely, occupational therapy, prevocational training, and vocational training. It also specified the duties to be assumed by the Public Health Service and the Federal board.

When Messrs. Kidner and Pattison left the service of the board, the supervision of arrangements for training the tuberculous was turned over to the superintendent of advisement and training. With the approval of the chief of the division, he secured the appointment of a committee including representatives of both services to establish systematic cooperation in training men not yet discharged from hospitals or sanatoria.

From this time on, a series of communications passed between the above-named organizations, and conferences were held until definite requests were made by the Federal board for admission into hospitals for the purpose of organizing training centers whereby patients, especially those who are ambulatory, could receive the benefits of the

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rehabilitation act. These requests were responsible for the forming of a definite cooperative policy as is now shown in Public Health Service circulars 25, 38, and 41, issued by the hospital section of the Public Health Service, and these documents constitute the present working agreement between the Public Health Service and the Federal board.

From the original plan of organizing training centers in Public Health Service hospitals has developed four classes of training centers, which necessity has brought to the attention of the Federal board. They are as follows:

(*a*) Public Health Service hospitals where the nature of the cases demands the board's attention and the numbers are sufficient to justify a personnel.
(*b*) All private sanatoria where there are over 30 ex-service men as patients.
(*c*) Tuberculosis communities where there are a sufficient number of ex-service men in boarding houses, hospitals, or sanatoria.
(*d*) National Soldiers' Homes, where a sufficient number of quiescent and arrested tuberculosis cases are to be found and who are eligible under the rehabilitation act.

The plan, as being carried out in group (*a*) in Public Health Service hospitals is very clear-cut and definite; that is, the Public Health Service cares for all occupational therapy work for bed and semiambulatory patients, the Federal board arranging all educational and vocational work for ambulatory patients; in other words, a patient able to go to classroom or shop, and able to be on "pass status" is considered by the board. The Federal board personnel in Public Health Service hospitals is guided by circulars 25 and 41, which allow us to place 1 teacher for every 20 patients taking work. These teachers, where it is convenient, are given quarters at the hospital, but not subsistence, only to such extent as they may reimburse the Public Health Service out of their salary. These teachers are directed by one whom we designate as an educational director, and who, in turn, is responsible for the working out of his or her problems through a series of educational directors' orders, issued by the superintendent of advisement and training, and attached hereto.

In order to operate these training centers with as little delay as possible, the standing committee has granted an allotment of $5,000 to each hospital to be distributed in amounts of such denomination as the size of the hospital may demand. This $5,000, or such portion thereof as is needed, is for the initial expense for furniture, stationery, stationery supplies, tools and equipment, but as the work develops, it is becoming more apparent that, in each of the districts, one of these training centers must be established on a real vocational basis, especially now that it has been ruled by the board instructions 116, that all arrested cases of tuberculosis are to be considered as major handicaps when discharged from hospitals. Therefore the real purpose of this training being given during the hospital stay is for two purposes:

(1) The purpose of not only furnishing elementary education and prevocational training, but to stimulate the patient so that upon his discharge, he is ready and anxious to enter definite vocational training.

(2) Whenever possible, this training to assume a definite vocational aspect, thereby saving months of training to the patient which otherwise would be lost.

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The spirit of cooperation between the Public Health Service headquarters in Washington, the medical officers in charge of these hospitals has been excellent. The method of meeting direct problems pertaining to cooperation and organization are handled through a committee, previously mentioned, composed of three members of the Public Health Service—Dr. Robert D. Maddox, Dr. F. C. Smith, and Dr. W. L. Treadway, and three members of the Federal board staff—F. O. Smith, Charles H. Taylor, and Col. H. M. Evans. This committee does not meet at any regularly stated intervals, but upon a request made of the chairman by either the Public Health Service or the Federal board subcommittee.

The training section of the board is now using the services of five field agents who are making the first approaches and surveys, and, if necessary, stay at the hospital or sanatorium and organize the work in such a way that a permanent educational director can be established.

These men are especially qualified through training and Federal board experience for this work. The permanent educational director usually is not as able a man, owing to the fact that the salary limitations keep the board from hiring a sufficient number of the type of men that the work really demands.

The following is a list of Public Health Service hospitals where training has been started and educational directors have been placed:

Perryville, Md., Burt W. Loomis, educational director, reported there February 9, 1920.

Grenville, S. C., Hampden Wilson, educational director, reported there January 8, 1920.

New Haven, Conn., J. B. Scott, educational director (later relieved by A. H. Emily), reported there March 29, 1920.

Alexandria, La., W. H. Whitney, educational director, reported there March 20, 1920.

Biltmore, N. C., James Y. LeGette, educational director, reported there April 19, 1920.

East Norfolk, Mass., C. F. Malmberg, educational director, reported there May 10, 1920.

Whipple Barracks, W. A. Burk, educational director, C. O. agent now acting.

Markleton, Pa., Miss Margaret A. Kilroy, educational director, reporting May 13, 1920.

The numbers in training at the time of our last report in these hospitals were given by the Chief of the Rehabilitation Division in his testimony, as given on page 1173, "Hearings before the Committee on Education," part 19. These numbers, of course, are continually increasing, as, for instance, upon my recent visit to Greenville, S. C., I found 147 instead of 127 students.

In the case of private sanatoria, Group B, the Federal board's working plan is exactly the same as outlined for Public Health Service hospitals, except that our educational directors will have to do more or less teaching, as their problem will be a much smaller one. While trying to find out the number of private sanitoria where the Bureau of War Risk Insurance had over 30 ex-service men in training, we found that the number of approaches would be over 79, and am unable at this time to submit a complete list of names, as it was impossible for them to give it. We are now seeking this information through the aid of our district offices from the district supervisors of the Public Health Service, but up to the present time

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we have established training centers in some of the following, surveyed some, and held conferences on others:

Davidson County Tuberculosis Hospital, Nashville, Tenn., Miss Clara L. Doocy, educational director.
Catawba Sanatorium, Virginia, Miss Florence A. Egan, educational director.
Healthwin Tuberculosis Sanatorium, South Bend, Ind., Miss Anna S. Matthews, educational director (now on her way there).
Oak Forest Sanatorium, Chicago, Ill.
Palmer Tuberculosis Sanatorium, Springfield, Ill.
Boehne Camp, Evansville, Ind.
King's Daughters Hospital.
Meridian, Miss.
Kirkville, Tex.

The community problem, Group C, presents another and very important problem which we are meeting at El Paso, Tex., Sanatorium, North Carolina, Saranac Lake, N. Y., and only to-day has similar need been pointed out to us at Colorado Springs, and it is presumed that several more such communities will be found. In these communities we organize one central training center, and if the patients are scattered we further provide daily transportation for groups.

In Rutland, Mass., the Sanatorium Association is operating a school, and Federal board students are taught there. The National Soldiers' Home, Group D, presents an opportunity which is going to be one of the most-needed opportunities for the quiescent or arrested tuberculous ex-service patient. These homes make possible the assembling of a group of men who otherwise, upon their release from Public Health Service hospitals, would go out and in many cases break down while in training, because it would not be possible for them to receive daily advice and attention, but at these homes the men would get this attention and would at the same time be hardened through graduated exercise and vocational work, thereby being able to immediately continue training as section 2 men upon being transferred from the home.

In order to visualize the future of this training-center problem in hospitals and private sanatoria, it may be well to submit some of the information that bears directly on this problem, and refer to the sources from which we get this information.

On page 34, House of Representatives Document 481, is found a tabulation headed "Estimated total for specific classes of diseases for the men discharged for disability, 1917, 1918, 1919." In this table we find the total number to be 28,190, or 9 per cent of the total. Further along in this same document is the chart which was compiled by the medical section of the Bureau of War Risk Insurance, showing when the greatest number of tuberculosis patients will be reached. This chart shows that in 1924 there will be approximately 50,000 cases.

In order that the Federal board may know the distribution of tuberculosis cases among these districts, certain information has been sought and reports received from districts Nos. 1, 4, 5, 7, 10, 11, 12, and 14, while in the other districts this information is being worked out. Until such information can definitely be obtained the Federal board will not be able to tell exactly its load on the tuberculosis cases, but the medical section of the Federal board is basing its supposition that there will be 37,670 cases on figures derived from Army discharge, which shows that 7.16 per cent of the men discharged by camp sur-

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geons were tuberculosis cases, while 8.61 per cent was the percentage of tuberculosis cases discharged from the Army. You can see from these figures that while many of the men who have had tuberculosis may be arrested, and taking training, or not desiring it, there still remain in Public Health Service hospitals—which are designated as tuberculosis hospitals—3,161 men, as per Public Health Service hospital report of May 1, and about an equal number in other sanatoria.

It must be remembered that these men will have a range of hospital residence from a few months to a year or more. Hence the Federal board's acknowledgment of their obligations regarding the training of these men, and the issuing of instructions 116 shows their desire to fulfill this obligation.

Mr. DALLINGER. Have you any suggestion to make to the committee, or do you consider there is legislation enough to enable the Federal board to continue to care for the tubercular cases?

Capt. SMITH. We can handle this work very nicely, provided we can get the right type of men to put into these hospitals as directors. I am in charge of that work, and it puzzles one. For instance, there are 52 Public Health Service hospitals to-day aside from the 79 private sanatoria.

Mr. DALLINGER. All under your jurisdiction?

Capt. SMITH. They are directly under the charge of Mr. Hamilton, who is the superintendent of advisement and training. I am simply his agent in this matter.

Mr. DALLINGER. You have no medical degree?

Capt. SMITH. No, sir; my training has been in the industrial education line. I have worked out apprentice schemes for industries, as well as for boards of education. I am a graduate of one of the older technical high schools.

Mr. DALLINGER. Which one?

Capt. SMITH. The Rindge Technical School, of Cambridge, Mass., where I graduated in 1892.

Mr. DALLINGER. You were one of Harry Ellis's boys.

Capt. SMITH. One of Harry Ellis's old boys. From that time on, with the exception of a year, when I was with the Blake-Knowles Steam Pump Works, in East Cambridge, Mass., I have been in industrial educational work.

Mr. DALLINGER. The only suggestion you would make would be in regard to the salary limitation?

Capt. SMITH. If we could adjust that salary-limitation problem, we could go out and get the men. To my mind, the great problem, or our only difficulty in this whole hospital problem, is being able to get the right kind of men to handle the situation. That is why, for instance, to-day we are making our first approaches and surveys by a limited number of men, or five men, of which number Mr. Whitney here is one of my aids in the work.

Mr. DALLINGER. I do not think I asked you what was your rank.

Capt. SMITH. A captain in the Sanitary Corps.

Mr. DALLINGER. What is your salary?

Capt. SMITH. Three thousand six hundred dollars.

Mr. DALLINGER. What is the largest amount of salary you are authorized to pay to any of those men in the hospitals?

Capt. SMITH. The Vocational Director's salary at the present time is about $2,400.

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Mr. DALLINGER. The same as these advisers and trainers receive?

Capt. SMITH. Yes, sir.

Mr. DALLINGER. What do you think would be the amount that would command the right kind of man for this work?

Capt. SMITH. I think that at several of the larger ones, as, for instance, Greeneville, S. C., Alexandria, La., and the Johnson City Soldiers' Home, we will have to pay $3,000 to get the right kind of man to handle the situation. It is simply a good, fair business proposition.

Mr. DALLINGER. You think that if you are authorized to pay $3,000, you could get men to take care of this problem?

Capt. SMITH. Yes, sir; if we could pay $3,000 for the directorship in a hospital, we ought to get them.

Mr. DALLINGER. That would include their food?

Capt. SMITH. No, sir; they have quarters given them provided they are available. In most cases they are available, but in some cases they are crowded and it is impossible to furnish them quarters. In those cases they must go out in the city and hire rooms.

Mr. DALLINGER. Ordinarily, that would mean $3,000, plus quarters?

Capt. SMITH. Plus quarters; yes, sir.

Mr. DALLINGER. But not their food?

Capt. SMITH. No subsistence; no, sir. We are planning in the private sanatoria to use some of the best women we have in training now for that work. That is the lighter problem. In the larger hospitals we will require men who have a mechanical turn of mind, in order to do the work right.

The CHAIRMAN. Captain, I wanted to ask you about Perryville.

Capt. SMITH. Yes, sir.

The CHAIRMAN. We have a large number of houses over there owned by the Government.

Capt. SMITH. Yes, sir.

The CHAIRMAN. What are they doing with them?

Capt. SMITH. I suppose that probably is a Public Health Service problem, and, perhaps, I can not answer the question, because I do not understand it.

The CHAIRMAN. I do not. We had it up some time ago in Congress. The Public Health Service people, I think, wanted to take it over, and I am not sure but what it has been taken over. It is an entire town.

Capt. SMITH. Yes, sir; it is a community. I have been there several times.

The CHAIRMAN. The question was purely for information, without regard to this investigation.

Mr. WHITNEY. I might answer that: Of the cottages out there, there are 200, with the exception of 14 unfinished cottages, that are rented—some to the Public Health Service people and others to employees who serve the Pennsylvania line there and the Baltimore & Ohio line, and other nearby employees; so that we do actually get rent for those buildings.

The CHAIRMAN. They are still Government property?

Mr. WHITNEY. Yes, sir; and the rents are paid as they would be to any private corporation.

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The CHAIRMAN. I have one more question: You spoke of the figures of 37,000; does that mean that there would be that many cases of tuberculosis?

Capt. SMITH. Yes, sir. The War Risk Insurance Bureau in this document, which I have in my pocket, have made a chart in which they estimate that in 1922 there will be 49,000 and something over. I say approximately 50,000 to abbreviate it. We will have to care for them, and the Federal board will be responsible for them. Of course, some of them will never go into training, but the majority of them will come in at some time or other. I have been in many Public Health Service hospitals for this work, and they are taking care of them nicely, and I think that they will become quiescent, or arrested to a great degree.

The CHAIRMAN. That is one of the by-products of war?

Capt. SMITH. Yes, sir; and a big one.

The CHAIRMAN. It is wonderfully serious.

Capt. SMITH. It is one on which we are trying to put all of the attention and energy we have.

The CHAIRMAN. I am very much obliged to you for the preparation of that paper. You have given a body of information there that is valuable for this record, and you have put it into a form in which I am glad to have it.

(Thereupon, at 5.15 o'clock p. m., the committee adjourned until tomorrow, Friday, May 14, 1920, at 10 o'clock a. m.)

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COMMITTEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Friday, May 14, 1920.

The committee met at 10 o'clock a. m., Hon. Simeon D. Fess (chairman) presiding.

The CHAIRMAN. Dr. Quick, will you please take the witness stand?

TESTIMONY OF MR. WALTER J. QUICK, OF THE FEDERAL BOARD FOR VOCATIONAL EDUCATION, WASHINGTON, D. C.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Doctor, give your full name and address.

Mr. QUICK. Walter J. Quick; I am located here in Washington, although my home is in Roanoke, Va.

The CHAIRMAN. What is your position just now, Doctor?

Mr. QUICK. I am with the Federal Board for Vocational Education.

The CHAIRMAN. What position do you occupy?

Mr. QUICK. Training officer for agricultural education for the United States.

The CHAIRMAN. Training officer?

Mr. QUICK. Yes, sir.

The CHAIRMAN. What is your rank?

Mr. QUICK. Well, I hardly know what the rank is.

The CHAIRMAN. I mean are you at the head of the work?

Mr. QUICK. I am at the head of the agricultural work in the training section.

The CHAIRMAN. How long have you been with the board?

Mr. QUICK. It will be two years in October. I was engaged by the board in October, 1918.

The CHAIRMAN. Have you held this one position during the time you have been with the board?

Mr. QUICK. No, sir. I was first with the board in its research division as a special representative.

The CHAIRMAN. You were under Mr. Winslow?

Mr. QUICK. Under Mr. Winslow.

The CHAIRMAN. You went into that work when you first came?

Mr. QUICK. Yes, sir; I was engaged in October, 1918.

The CHAIRMAN. How long have you been at the head of the agricultural training work?

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Mr. QUICK. Since the 26th of July. I believe my predecessor, Dr. E. L. Holton, resigned the 26th of July, 1919.

The CHAIRMAN. What had you been doing before you came with the board?

Mr. QUICK. I had been connected with the Virginia Polytechnic Institute as dean and professor of animal husbandry, and for the last few years had been general manager of the Virginia Immigration Bureau, a State incorporation.

The CHAIRMAN. Where is the Virginia institute?

Mr. QUICK. The Virginia Polytechnic Institute is the State agricultural college at Blacksburg, Va.

The CHAIRMAN. What is your salary now, Doctor?

Mr. QUICK. $3,500.

The CHAIRMAN. What was it before you came to the board?

Mr. QUICK. When I first came with the board it was $3,000, and the salary in the position I was holding was $3,000, the same that the board paid.

The CHAIRMAN. Where were you educated, Doctor?

Mr. QUICK. My first education was in Indiana, common school and high school at Columbus, bachelor of science degree, master of science degree, Purdue University, Lafayette, Ind.; doctor of philosophy from Germany, Halle-Wittenberg.

The CHAIRMAN. That means you were a graduate of Purdue?

Mr. QUICK. Yes, sir; B. S. and M. S., both.

The CHAIRMAN. How many people have you been able to put in agricultural training?

Mr. QUICK. The question you ask hardly applies to me. I am not on the case board, do not put the men in training, but supervise, direct and organize their training after they are approved for agriculture.

The CHAIRMAN. Do you know how many men have been placed in agricultural training?

Mr. QUICK. Yes, sir; about 4,000, not taking into consideration those who are doing prevocation work. It is very necessary on account of their very low elementary grade, particularly of agricultural men, that they do prevocational work preparatory to taking the training in agriculture.

The CHAIRMAN. What proportion would that be of the 4,000?

Mr. QUICK. I should think about one-fourth or something like one-fourth; 25 per cent, I should think.

The CHAIRMAN. How long is the average course in agriculture under your supervision?

Mr. QUICK. That question could hardly be answered. The men approved for a year take the course provided, that is, for a year's length. After studying the proposition very thoroughly in a number of States, we found preparation absolutely necessary. I recommended a guidance school in prevocational common branches, supplemented by elementary agriculture or horticulture leading into the agricultural unit one year courses, which I also use as a substitute or a stepping stone rather, to supplement the work until they go into the two-year course, if entitled to more than a one-year course.

The CHAIRMAN. Have you any limit as to how long this preparatory course is to be continued?

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Mr. QUICK. No, sir. We were formerly compelled to finish their preparatory course in 60 days, the law providing that there should be 50 per cent practical along with related subjects. By this new scheme that I introduced last fall, we give them practical of the same amount that we give them the theoretical, and the length of time that a man is kept in this prevocational work must depend and can depend, under these arrangements, upon the time that is necessary, that is depending upon the preparation or lack of preparation of the man.

The CHAIRMAN. That calls up two interesting angles, one is whether that is workable or not, to require 50 per cent to be practical work. Have you found that workable?

Mr. QUICK. Yes, sir; we have found it workable in 22 State institutions.

The CHAIRMAN. That would be a good test.

Mr. QUICK. Yes, sir; we have had reports from 22 institutions speaking very highly of the work.

The CHAIRMAN. Before the law was written, there had been some experience in places like Cincinnati, for example, in part-time work.

Mr. QUICK. Yes.

The CHAIRMAN. And I think that has been introduced in New York and in a great many places, but those who were interested in this bill were not sure whether it would be practicable to make it 50 per cent practical work and 50 per cent theoretical, or just how to draw the line. It was rather arbitrary, and up to this moment I have not heard any one say whether that provision was practicable or not.

Mr. QUICK. It is very practicable in agriculture. It enables the man, whether he is approved for one or more years, to reach whatever grade he desires to make or whatever course he desires to take, whether it is one year or two years, or a collegiate four-year course, and we have some very interesting cases of men who entered an institution of advanced learning by making his mark and who are carrying on, and will have approval to carry on to the completion of a four-year course and a B. S. degree in a State agricultural college.

The CHAIRMAN. Taking in the prevocational and also the vocational, is there any limit as to the time a man can be under training; that is, any limit in years.

Mr. QUICK. There is no limit if a man's disability is such as to give him sufficient extension to go on in the work.

The CHAIRMAN. There was some testimony here about denying to a man the teaching of English. I think that was to this effect, however, that English was not to be regarded as prevocational and therefore could not be looked upon as vocational at all. What have you to say about that?

Mr. QUICK. I have this to say, that we must first of all recognize that general education is a necessary foundation to specialized vocational education, if we would train the man to his best advantage. If a man is an illiterate, either from the standpoint of native illiteracy or because he is a foreigner and does not know the English language, in either case if he is to receive instruction intelligently, he must know the English language. As in the mechanical trades and industry the man is given shop English and shop mathematics,

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so we give the man vocational English, from an agricultural standpoint, or horticultural, if he is going to take that particular line of agriculture, and we give him farm-business arithmetic or from arithmetic or agricultural arithmetic, on which subjects we have a half dozen or more excellent texts.

The CHAIRMAN. So you do then give English?

Mr. QUICK. We certainly do. It is very necessary. The man must acquire a vocabulary or in other words, working words, so that he may acquire the instruction and be able to carry out the instruction.

The CHAIRMAN. Dr. Quick, suppose a man should come to you who is not preparing for any particular vocation, but wants a general education, would the law permit you to give him a general education?

Mr. QUICK. I think not.

The CHAIRMAN. I think that is the differentiation that was made the other day.

Mr. QUICK. This matter may be very well illustrated by a receiving station at the Massachusetts Agricultural College, at which point we put on the guidance school and the agricultural unit courses first, as a try out for the whole United States. This was done after my preparation of what we term "Miscellaneous 185," covering these subjects or any subject pertaining to agriculture, and, in fact, all subjects. This work was put on in the Massachusetts Agricultural College, and we found there 87 men in the receiving station, 57 of whom were of very low elementary grade, and, as I recall, there were 17 illiterates, 11 of whom were foreigners. I tested those men out myself and found many of them could not understand me nor could I understand them. Men had been sent to this receiving station, notwithstanding it was an agricultural college, for the purpose of trying them out to ascertain what would be the best course for them to take training. As a matter of fact, after they had learned of the work and had been given the vocational English and mathematics from an agricultural standpoint, seven men that I have notes of took agriculture who had not intended doing so, but they had had experience in agriculture, and their past experience led them to believe and led us to believe they could accomplish more in that line. Besides, some of these men either had places of their own or their fathers had.

The CHAIRMAN. I see that you make a liberal interpretation of the law. You construe the law liberally in this respect, that if there is a vocation that this man wants to enter upon, and he is not capable of doing it until he takes some work in English or some prevocational work, the end justifies the means. He can not take this unless he takes the other, and therefore you enter him to take the prevocational work.

Mr. QUICK. Only this, Mr. Chairman, the man is not entitled to take prevocational education but 60 days. At the end of 60 days we must introduce some practical work, fifty-fifty, and we must decide by that time what course the man is going to take. Then, if he is going to take agriculture or horticulture, we give him elementary agriculture or horticulture by means of interesting talks and charts and maps and models, and by taking him to the barns and greenhouses and the dairies.

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The CHAIRMAN. Is it a fast rule that 60 days is the limit?

Mr. QUICK. That has been a fast rule; yes, sir.

The CHAIRMAN. Is that the law, or a regulation?

Mr. QUICK. I am inclined to think it is a regulation.

The CHAIRMAN. I am, too. I do not think that is in the law.

Mr. QUICK. But it has been worked out by our codifier as an interpretation of the law.

The CHAIRMAN. If you have a hard-and-fast rule that no one can go into prevocational work but 60 days until he takes up some practical work, I was going to ask whether that might not work an inconvenience or an injury.

Mr. QUICK. I think it might; in fact, I recommended that that time be extended to four months in certain cases of illiteracy.

The CHAIRMAN. I think that is under the freedom of the board, because I do not remember that there is anything in the law limiting the time.

Mr. QUICK. Yes.

The CHAIRMAN. Doctor, what is your judgment of the value of the work? Is it justified?

Mr. QUICK. Yes, sir; I certainly think it is. I think it is a grand work and so well justified that it ought to be carried to all disabled.

The CHAIRMAN. Have you any examples that might be given to the committee that have already proved their value or have you been in it long enough to testify about that.

Mr. QUICK. Yes, sir; I think we have been in it long enough, and we have found many cases among those who have been placed and are being placed in agricultural positions and who have gone back to their own or to their fathers' farms.

The CHAIRMAN. Do these men go to the farms largely upon their own option or through the influence of yourself or of the board?

Mr. QUICK. Did you mean to say go to the farm?

The CHAIRMAN. Yes.

Mr. QUICK. You mean take agricultural training?

The CHAIRMAN. Yes.

Mr. QUICK. Yes, sir; it is largely through their own initiative; many will not take anything else.

The CHAIRMAN. Do you find any opposition from any associations or interests against their going to the farm?

Mr. QUICK. Not at present. We formerly had opposition right in our own ranks.

The CHAIRMAN. Could you tell whether those who go into agriculture are those who come from that particular line or are there any who were not on the farm but are going to the farm?

Mr. QUICK. They are almost entirely from those who come from the ranks of the farm, who have had their early training or had spent their youth on the farm; but there are exceptions. There are many seeking agriculture who never had any experience.

The CHAIRMAN. I am asking that because there has been the general statement here, and I wondered whether you could reinforce it or not, that men went into the Army, got a taste of a different kind of life, returned, and are not inclined to go back to what they had come from, whether it be the farm or whether it be school teaching or what not. Have you any opinion on that based upon what you have observed?

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Mr. QUICK. I have had considerable opportunity of studying particularly those who have gone to the farm or the garden, animal husbandry, or some other line of agriculture, who received their ideas for it in France. We have hundreds of men taking gardening, small fruits, horticulture generally, or orcharding, because they got their idea in France and in Belgium, and especially is that true in relation to gardening. I called attention to that in my monograph on farm gardening No. 44, which I prepared and which was published.

The CHAIRMAN. Is that monograph extensive?

Mr. QUICK. I think it has about 40 pages. That is my recollection.

The CHAIRMAN. I personally am convinced that the farm problem is coming to be serious, and if the drift is away from the farm, as I think it is, some agencies ought to be put into action to turn that drift the other way.

Mr. QUICK. I agree with you and I think this is a splendid opportunity.

The CHAIRMAN. Now, as to the office work here, Doctor, what has been the general attitude toward the boy who wants to go into some particular line of agricultural work. Who decides?

Mr. QUICK. The boy himself and the advising officer.

The CHAIRMAN. How much latitude do you give to the boy?

Mr. QUICK. Well, in some districts they give a good deal. In others the boy is influenced, I think, quite largely into the ideas of the adviser. A great deal depends upon the man who is across the table from the boy.

The CHAIRMAN. That goes without saying.

Mr. QUICK. Yes, sir.

The CHAIRMAN. Boys may group together and want to do a thing they are not fitted for because some other person has succeeded.

Mr. QUICK. Or failed.

The CHAIRMAN. Yes. I have three boys of my own and I have had some experience where they wanted to do one thing this morning and to-morrow morning they will want to do something else.

Mr. QUICK. I understand that fully, because I have three boys of my own.

Mr. TOWNER. Doctor, referring to the question of prevocational training for illiterates and foreigners who do not speak the English language, I presume, as you say, a 60-day period might be insufficient in some cases in order effectively to enter the man for training. That was your statement, I believe, was it not?

Mr. QUICK. Yes, sir; although we have modified that in the agricultural work.

Mr. TOWNER. I understand, but you say that is insufficient in some cases.

Mr. QUICK. Yes, sir; but we have made it sufficient is what I meant to say, Judge.

Mr. TOWNER. You have made it sufficient?

Mr. QUICK. We have made it sufficient by the introduction of this new system.

Mr. TOWNER. I wanted to have you explain that matter just a little further. For instance, I can understand how the foreigner who did not understand English at all, or very slightly, could be set to do some particular task even without a knowledge of English.

Mr. QUICK. Yes.

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Mr. TOWNER. That might really be a part of his vocational training; in other words, some task that did not require very much exercise of intelligence or judgment or discretion, and in which direction was not needed particularly. That you could do almost at the start, could you not?

Mr. QUICK. Yes, sir.

Mr. TOWNER. And from time to time adding to his tasks those which he could understand.

Mr. QUICK. Yes. We take these boys if they are absolutely illiterate and teach them the English language, Americanization, and arithmetic for 60 days. In the meantime we allow these boys to sit in with the native illiterates and practically illiterate men as they are given instruction by these plain talks, which are illustrated and are given right on the ground in the dairy or elsewhere, as I have mentioned, probably in the plant-propagating house or in the greenhouses or in the barns or piggeries and various places, so that, as you say, they see just how the work is done, and they take hold and assist in doing that work. Now, when they have passed 60 days we carry them on with still more of this practical work, maybe three months or four months. By that time they are able to read more or less and they are able to understand and have acquired a number of the words necessary to the work; then we put them into the unit courses, which begin the first of any month in the whole 12 months of the year. If the man is entitled to only a year's training, he finishes that unit system in one year. He will need an extension to cover the time of his preparation two or three or four months, and while he is doing this unit agricultural work he is also carrying on in his common branches clear through the year, so that when the man has finished the unit courses in agriculture he has been given additional education because of the common branches that have been carried along vocationally with the practical work in agriculture.

If the man is entitled to two years' training, just as soon as he is able to enter a year or a term the unit work is stopped. It has served its purpose as a stepping-stone and an intermediary between the vocational preparation and the two-year course, whether it is Smith-Hughes for two years or whether it is a two-year course of a college or a subcollege course, as many of the agricultural colleges call their courses. They call them subcollege courses. They are two-year courses in nearly every instance. These colleges have now arranged so that a man, for example, who has a major amputation or was shot, as was a man I have in mind, through both hips, and he has the equivalent of a major amputation and is entitled to four years' training, may have credits for his work in the subcollege courses, those two-year courses. He then carries on and takes up his four-year course. He may not have training extension to finish that course, but he takes it with that understanding. If his extension should be granted or if the law is so liberalized after awhile that he may finish that work or because his disability continues, the man will be given that opportunity.

Mr. TOWNER. I think we appreciate your statement, and so far as we are able to judge, speaking for myself, it seems as if you had worked out an admirable program. I can hardly understand, I confess, admitting the fact that we have absolute illiterates among our native born and foreigners who have been wounded and disabled in

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our service who can not speak English at all, I can not understand how there could be any question about their right to whatever prevocational teaching in English might be necessary in order that they might understand their work. That certainly is a part of their work?

Mr. QUICK. That is my view of it.

Mr. TOWNER. And it is borne out by some very significant facts. In the first place, the examination of the young men for service, etc., between the ages of 21 and 31 brought out the fact that nearly 25 per cent—24 and a fraction per cent—of them were unable to read even the written orders that were posted in the camps. They were unable to read the signs and the danger warnings and the directions that were posted up about the camps. They were, of course, unable intelligently to perform their duties as soldiers; and although at the first a few of them were sent over to France, it soon became wisdom on the part of the administration here to send them to training camps, where they were taught to read and write as little boys and girls in school before they could be fitted for soldiers. Certainly, if it was necessary to have this prevocational training for the soldier, it is necessary to have it for their preparation for entrance into industry. Again, the statistics show that in industrial accidents a very large proportion of them are caused simply because of a lack of knowledge by foreigners, or because of the illiteracy of men who do not understand the English language and therefore can not understand the directions that are given.

Take a hundred men working in a factory—they tell me that if there is one who can not understand the language, or two or three or a dozen, and yet the directions are given in the form of a lecture or something of that kind, these men or women will never make known the fact that they do not understand, because that calls attention to their disability and brings upon themselves reproach and shame; and therefore they go into the work ignorant of the directions that may be vital for their own safety, and that accounts for a large proportion of those who are injured or even killed. The superintendent of mines states that more than half of the accidents that occur in the mines are occasioned because of the illiteracy or the lack of understanding of English by those who are working in the mines. It is not only a great work that you are doing here in the preparation of these boys, but it is a great work that should be undertaken all over the United States and performed for everybody, as you yourself suggested, Doctor. I was very glad, indeed, to have you state that you were satisfied that those who are taking this training are themselves satisfied with it and interested in it. Of course, there are exceptions to that, I presume?

Mr. QUICK. There are exceptions; yes, sir, unquestionably; but the exceptions are much in the minority. I just visited the Virginia Agricultural College, with which I was formerly connected as dean and professor of animal husbandry, and it is amazing the number of men there who are wanting to change to agriculture. I find that at the Virginia Agricultural College 40 per cent of the men are below a grade that would admit them either to college or to subcollege. The subcollege courses, the two-year courses, require a man to have completed the eighth grade.

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As a matter of fact, however, the institutions—and I have visited 45 States since I have been in the work—are admitting men who are good, bright, seventh-grade men because of the fact that they are developed men, men of mature brains, adults who understand what they are there for, that the opportunity is theirs now, and that it does not exist or will not exist very long. I find in the West Virginia Agricultural College about the largest percentage of men under the seventh grade, which is 55 per cent. In the Maryland College I find 38 per cent. I mentioned these because they are the last institutions I visited and are in district No. 4.

Mr. TOWNER. Miss Ensor calls the attention of the Chairman to this statement from the annual report of the Secretary of the Interior for the year 1919:

> Twenty-five per cent of the 1,600,000 who were between 21 and 31 years of age, who were first drafted into our Army, could not read or write our language, and tens of thousands could not speak it or understand it.

Doctor, what difficulty, if any, do you have in securing properly qualified teachers for this work?

Mr. QUICK. We have had very great difficulty and are having trouble now in getting enough teachers; in fact, we are in need of about 100 teachers at the present time who are informed on agriculture.

Mr. TOWNER. Where do you obtain your best teachers, Doctor?

Mr. QUICK. I could hardly answer that because we find them everywhere.

Mr. TOWNER. Well, in a general way—from among the graduates of the agricultural colleges?

Mr. QUICK. Not altogether. The Smith-Hughes graduates, and those who have been taking teacher training when they are people who have passed their youths on the farm and have had the early experience of farm life, we are finding to be among our very best teachers, even the ladies. To illustrate, we found in our own offices doing clerical work a man by the name of Storey and his wife. She had taught agriculture six years and he had taught it four years, both had attended an agricultural college. They are doing excellent work now for us in the teaching field.

Mr. TOWNER. What is the ground of the difficulty in obtaining teachers? Has the salary anything to do with it?

Mr. QUICK. It has all to do with it. We can not secure them for the price. At the Massachusetts Agricultural College, a college that is on the budget system, the Federal board, on introducing this guidance school and agricultural unit system, had to supply the teachers, and we had great difficulty in securing them.

Mr. TOWNER. What do you pay?

Mr. QUICK. We pay from $1,800 to $2,400.

Mr. TOWNER. What ought to be the maximum?

Mr. QUICK. Probably for teachers not to exceed $2,400 or $2,500; that is, for these elementary teachers.

Mr. TOWNER. The board can pay that now, can they not?

Mr. QUICK. We have not felt that we have been able to pay that. We have not paid that except in a few cases.

Mr. TOWNER. With the present appropriations you will be able to do that, will you not, Doctor?

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Mr. QUICK. I rather think it is the belief now, that we will be able to do that.

Mr. TOWNER. With an appropriation of $90,000,000 for this next fiscal year, I think you ought to be able to do that.

Mr. QUICK. Yes, sir; that ought to relieve the situation.

Mr. TOWNER. Of course, we do not know whether the limitations will be taken from the bill or not, but even if the limitations are not removed from the bill so as to allow you to pay salaries up to $2,500——

Mr. QUICK. While the salary has been the big end of it, we have also had the difficulty of securing people suitable for the teaching and we have had to take people on half time, men who are doing graduate work or ladies who have had experience in teaching, and who are the wives of professors and people of that sort, where we could get them half time.

Mr. TOWNER. My experience and what I have learned regarding the work of language and literacy teaching is that women do a great deal better and more effective work than the men; is that your experience, Doctor?

Mr. QUICK. That is very true. That is my experience.

Mr. TOWNER. I want to say that I think this is one of the most important branches of this work of rehabilitation, not only because of the fact that it brings the soldier into very interesting work and work very much needed, but it is health-giving and takes the mind and attention away from any morbid introspection or constantly thinking about their own ills, and it occurs to me that any man who can be induced to take this class of training has the best prospect and the best chance of becoming a happy and satisfied man.

Mr. QUICK. I agree with you absolutely.

Mr. TOWNER. And, of course, as Dr. Fess well said, the food production problem in this country has become a vital one and a crisis almost exists now. It seems as though the fates or providence or something is conspiring just at this time to make a very large decrease in the production of food products. In the first place, men are going away from the farms, attracted by other enterprises and by higher wages. There is a scarcity of labor everywhere in the rural sections more proportionately than in any other section of the country. A very intelligent gentleman from the State of Iowa who was here yesterday, and who was talking about this situation stated that the production of farm products in Iowa for this next year was likely to be only about 50 per cent of the average, normal production. He attributed 25 per cent to the backward season we are having, and 25 per cent to the almost impossibility of obtaining help on the farm. I presume that may perhaps be an exaggeration but it is unquestionably true to a very large extent.

The CHAIRMAN. I was present at a meeting the other evening when vocational interests were discussed from various angles. Among many of the short addresses, I have a copy of one here that has some very interesting figures:

When the war with Germany came along the draft act made no distinction between the literate and the illiterate. Twenty-four and nine-tenths per cent of the drafted men could not read a newspaper or write a letter in the English language. One hundred and sixty-seven thousand illiterates went to France. They fought bravely by the side of their literate comrades. Many, as the War

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Department records show, were killed or wounded because they understood little or no English.

During the six months preceding the armistice, illiterates were gradually segregated in development battalions. Schools in English were established, and when the war closed schools were in progress in all the large camps and good results were being obtained. It was found that in from three to six months, illiterates and non-English speaking could be trained into good soldiers by coupling with recruit instruction a thorough course in elementary English. When voluntary recruiting was resumed early in 1919, we soon found ourselves up against the old problem. "How to get the necessary number of recruits to fill the Army." Profiting by our experience during the war the War Department decided to enlist illiterates and non-English speaking citizens and aliens who declare their intention to become citizens. The arguments for taking these steps were briefly these: The draft showed about 25 per cent illiterate or almost illiterate in the English language. By permitting men in this class to enlist the Army would open a heretofore untouched recruiting field amounting to almost 25 per cent of the grown-up population of the United States. By enlisting these men for three years the War Department could afford to combine a course in English with recruit instruction, covering four or even six months, for at the end of this period these men would serve 2½ to 2¾ years in their permanent organizations, and would, economically speaking, be at least twice as valuable as men enlisting for one year.

This is an old question, but I would like to have your opinion on it. Have you any way to judge what special advantage there is in educating a man. Economically, is he going to be worth more to the country?

Mr. QUICK. I think, Mr. Chairman, it is the greatest possible means of increasing the assets there is in a man or in a citizen. To illustrate, take our agricultural men, and I will say this, it may surprise you, but the greatest number of men who are illiterate, practically so, or of a low elementary grade, are taking agriculture because they come from agriculture. You understand that it is very logically true, if you will think over the fact, that in the country, isolated, a boy does not get the opportunity for education that the boy in the city gets. The farmer many times does not send his son to school when he is far enough along to take high-school work because it is educating that boy, as he looks upon it, away from the farm. He sees the boys who have gone to high school and have never returned to the farm. He has a farm for that boy to heir and in whom he hopes to have his successor, a boy that he wants educated in farm ways and get close to the farm, and his mistaken notion is to keep him from education that will carry him away, and his idea is to keep him from the city. When, as a matter of fact, if he would educate that boy and send him to an agricultural college and give him the opportunity, he would make a better farmer and a better successor to himself. We are now getting these boys and as they come into the agricultural college, as I have just read to you from the three States near us here, 38 per cent were below any of the courses in Maryland, 40 per cent in Virginia, and 55 per cent in West Virginia. That gives you an idea of what it is all over the country except that it is even worse in some of the Southern States. I have found as high as 68 per cent of the men in an agricultural college who could not be admitted into the secondary schools although the institution was admitting good, bright, seventh-grade men, because of their maturity and because of the fact that they were all anxious to carry on.

The CHAIRMAN. Could you explain to the committee how it is possible with compulsory education in almost every State in the Union

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that the draft experience found 25 per cent could not read the English language? How do you explain that?

Mr. QUICK. The only way I explain it is this, that the law is not carried out, and that in many instances the illiterate is a foreigner. You probably do not realize that all over the United States, in nearly every State of the Union, there are whole counties of foreigners, even in Massachusetts, where we have found that more than half of the illiterates were foreigners who could not read and write. Then consider the Northwest, and as I said I have been all over the country and have been in every district many times except two, and in those two districts I spent from 10 days to two weeks in each on the Pacific coast, these foreigners exist everywhere. If they are educated at all it is in their own language. They have their own schools, their own churches, and they talk nothing but their own language, although they are in the United States. We have many such communities all over the United States. Now, these men must be handled along with our own illiterates, and for that reason in Miscellaneous 185, which I prepared to handle the agricultural problem, we handle the illiterates in two groups—the native and the foreign. We have to have special teaching and we have to have special teachers who know the foreign language in order to advance them more rapidly. We find that the foreigner advances more rapidly really than the native, because usually he has had education in his own language. He knows how to study and apply himself and often knows the value of the college. We have much more difficulty with our own people.

The CHAIRMAN. You are speaking of adults?

Mr. QUICK. Yes, sir. Our men are mostly adults, averaging 26.5 years old.

The CHAIRMAN. It has been a strange statement made to me at various times on educational matters that foreign children in a district, for example like Pittsburgh, show remarkable agility in study.

Mr. QUICK. Yes, sir.

The CHAIRMAN. Very remarkable.

Mr. QUICK. Yes, sir.

The CHAIRMAN. I do not know how you are going to account for that. I can readily see how an adult would go readily into the English because he has had some training at home.

Mr. QUICK. The only way is their desire to get the English language.

The CHAIRMAN. I think you have struck the keynote there. The foreigner who is over here usually has a good viewpoint of what education will mean to the children and it is everything in the home to get the children educated.

Mr. QUICK. To finish my answer to your question as to the illiterates and the low academic attainments of so many when we have compulsory education is this, that the law is winked at in the first place: these are communities of foreigners, in the second place; and in the third place, we have many States where we do not have a compulsory-education law.

The CHAIRMAN. Not many?

Mr. QUICK. Many southern States; and if they have it at all, it is not carried out: it is not put into effect.

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Mr. TOWNER. Do you think that can be partially accounted for by the fact that there are 18,000 schools now closed entirely because they can not get teachers to teach?

The CHAIRMAN. That has not been long; that is recent.

Mr. TOWNER. Yes, sir.

The CHAIRMAN. Speaking as an educator, I am always embarrassed in giving an opinion, because it is looked upon as prejudicial and rather from a narrow point of view, but, nevertheless, I have been greatly distressed over the general situation educationally. It strikes me that the appreciation of the value of education is growing less in a very marked way from the standpoint of public opinion, and if you measure it in the way of remuneration, for example, the last to be considered would be the one who ought to be first considered, namely, those who have charge of the future citizens.

Mr. QUICK. Yes, sir.

The CHAIRMAN. It looks like putting the pyramid upside down; and yet, I may be prejudiced in the matter.

Mr. QUICK. I think you are about right.

The CHAIRMAN. And you may be prejudiced?

Mr. QUICK. Yes, sir.

The CHAIRMAN. What does the world think of it? I can not for my life see how we will get the best results if we go on in the line that we have been going in the last few years. When a man or woman to get into a position, has to spend years of preparation which costs much money and a good deal of sacrifice and then comes out of it not only unranked in position in the community—which ought to be a high rank, if anyone is willing to pay the price—not only unranked, but to be put in the position of a pauper, so far as public appreciation is concerned, in the way of salary.

Mr. QUICK. I know this, however; there is a very great and growing interest on the part of uneducated people to educate their children, not only in the common schools but in sending them to colleges, taking advantage, particularly, of the vocational education which is now so strongly in vogue. About 78 per cent average, I think, of the farmers who come from tenancy—from labor and tenancy—on to farm ownership are now sending their sons and daughters to school as never before; they are taking advantage of the Smith-Hughes two-year schools and the other two-year secondary schools in agriculture as never before and as former farmers did not do. That is one reason we are having difficulty in educating our disabled soldiers at the agricultural institutions; they are crowded to-day. Takes Ames (Iowa) Agricultural College—they have 1,100 above their normal enrollment. At Texas Agricultural College, with over 4,000, we have 300 soldiers in agriculture, and there are a great many other institutions overtaxed that I could name. California, for example, where we have 258 agricultural students in the university and university farm school, with their abnormal attendance they have over 10,000 enrolled students. I suppose this makes the largest university in the United States, but this number does not include their correspondence school or their branch agricultural schools, which enroll about 32,000 additional.

The CHAIRMAN. I can give you two explanations, either of which may be sufficient, but neither one goes to the difficulty that you have in mind. One, there has been a retarding of college attend-

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ance, due to the war taking the boys into the service, and when they came back they naturally resumed their college work, and the general accretion would make a large attendance. Then there is another view. There has never been a time in the country when there was so much money, the people having the money to go, as at the present time. Everybody has the money except the class that I have been talking about awhile ago. That view of it, I think, is apparent. At any rate, I am convinced that there must be a different attitude toward education. I think Congress comes nearer being a barometer of public opinion as expressed in individual districts than any other body in the world. I know of no group of men who so appreciate what the people back home want, which is not altogether creditable, in my judgment. It is what the people ought to have that they should study rather than what they want; but I do not believe there any body in the world that comes nearer trying to express precisely what they think the majority at home want than Congress. If that is true, how do you explain the attitude of Congress toward all educational questions, which is nearly always adverse?

Mr. QUICK. I do not know whether I am able to explain it or not.

The CHAIRMAN. If you want to hear a bitter debate and a bitter assault on the floor of the House, wait until the question of education comes up and then we have a field day. Have you noted that?

Mr. QUICK. I have noted it, and yet I have noted, as Mr. Robsion said the other day, that our State institutions, all our prominent institutions, have most excellent and expensive buildings, they are finely equipped, and there is every opportunity that you will find in any country in the world for advanced education. So it would seem that they come across after all and support these institutions.

The CHAIRMAN. We are much obliged to you.

Mr. QUICK. I feel so greatly interested in this work that I should like to make a statement as to what I think ought to be done as to agricultural development, if you will allow me.

The CHAIRMAN. We will be very glad to hear you.

Mr. QUICK. We have accomplished a great deal, as I have said, by the guidance school and unit course system for this very large per cent of low-grade men from an elementary educational standpoint in about 32 States. This work has been satisfactory everywhere. As you have brought out, we have had difficulty in getting teachers, but greater difficulty in employing those to carry the agricultural instruction and organization of this work to the other institutions and to follow this work up, inspect, and supervise it. The training section of this work needs in agriculture alone, if they could be procured, at least six supervisors who would follow this work up most carefully. I find that one little man spreads out pretty thin all over the United States, and I have been unable to go to all of these institutions.

The CHAIRMAN. What do you need?

Mr. QUICK. In addition to the six supervisors there mentioned we need agricultural training assistants. Every State should have one or more, every district, we will say, from two to five. That does not take into consideration the coordinators, but at the agricultural institutions, the State institutions and the secondary schools of agriculture there should be agricultural men. The students there are men—

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they are agricultural men—taking agricultural training and the coordinator representing the Federal board should be an agriculturally trained man, a man who can do the coordination.

The CHAIRMAN. I think that is true. Do you not have them?

Mr. QUICK. We are unable to secure the men.

The CHAIRMAN. Why?

Mr. QUICK. Because of the salary.

The CHAIRMAN. Would you put on paper the specific recommendations that you would make to this committee?

Mr. QUICK. I will do it with great pleasure.

The CHAIRMAN. And submit it to us?

Mr. QUICK. Yes, sir.

The CHAIRMAN. If you will do that and make it a part of your testimony we will be glad to have it.

Mr. QUICK. I will be glad to do so.

The CHAIRMAN. You are excused.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR DISABLED SOLDIERS, SAILORS, AND MARINES,
Washington, D. C., May 15, 1920.

Hon. S. D. FESS,
Chairman Committee on Education,
Washington, D. C.

DEAR SIR: At the conclusion of my testimony before the committee on education on May 14, 1920, you asked if I would present certain concrete recommendations regarding the organization of educational facilities in the particular field of agricultural education. I am very glad to do this, but in as much as certain basal facts relating to rehabilitation are common to other fields of education, I have, on consultation with the superintendent of advisement and training and my colleagues in the training section, taken the liberty of expanding the material so that you and the committee may have a somewhat more complete picture of the needs of men of less than college grade than you would have if the discussion was confined entirely to agricultural education.

You made a similar request of Miss Ensor, of the training section, in regard to the teaching of English, and as the teaching of English is in one way or another fundamental to all types of training, particularly in the training of men whose previous education was of less than high-school grade, we are combining in this document the opinions of the central office training staff, as arrived at after nearly two years of study of the problem and an intensive study in the field since September, 1919.

May I quote here from a document which has been prepared for the special guidance of agents, coordinators, and teachers who are dealing particularly with illiterates:

"One of the most difficult problems in rehabilitation is the proper training of the men, whose greatest asset, prior to entering the service, enabling them to compete in the general labor market, was their manual strength. Their disability has removed that asset to a greater or less degree, so that now necessity demands that what mentality they possess must be awakened and developed in order that they may again have the greatest possible degree of economic value.

"They suffer from a double handicap, little or no skill, and lack of English, which is essential before one may begin to acquire the elements of skill leading to a trade which offers opportunity for permanent employment.

"Every consideration of justice demands that these men shall not be returned to the ranks of casual laborers, and if possible to avoid it they must not be turned back into civil life as unskilled workers.

"For our purpose of training, English must be regarded as a tool for acquiring skill, self-protection, and preservation.

"How may we best help a man to acquire English which will rapidly function for fitting him to undertake a training course resulting in employable skill? Obviously not by basing the instruction on a vocabulary or set of operations adapted to childhood. Obviously not by basing it primarily upon the vocabulary

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of lessons compiled for the purpose of enabling a man to secure citizenship or to read the many books bearing the general label 'Americanization.' Good teaching is the teaching which is based upon experience and activity.

"When a man gains sufficient knowledge of the English langauge to comprehend and execute simple directions, his interest becomes intensive; added impetus will be supplied by the adaptation of exercises in speaking, reading, and writing that lie within his daily experience and his own personal activities.

"The desired combination of experience and teaching can not be obtained by teaching English which is not based upon shop, industrial, and personal experience. These elements must all be closely allied in learning a language:

"1. Experience (sensory impression).

"2. Mental relation of the impression to what has been learned through past experience.

"3. Expression by word and act.

"In order to procure this combination the instructor of English must be energetic, industrious, resourceful, mentally alert and willing to spare no effort to acquire a vocabulary of the shop and industry, and willing to work long hours in the preparation of material adapted to the vital needs of the students."

The training section, central office, has prepared three documents known as follows:

Miscellaneous 183. Suggestive standards for trade and industrial training and receiving stations.

Miscellaneous 184. Suggestive standards for teaching elementary English to illiterates.

Miscellaneous 185. Suggestive standards for prerequisite guidance classes and unit courses in vocational agriculture.

These are presented for the information of the committee, but it is not expected that they will be reproduced. The documents are marked "Confidential" only because they were not considered as final, but rather as tentative working documents which would be a basis for a comprehensive document, to be printed after the principles and plans therein had been tried out in some six months' actual practice. Miscellaneous 185 correlates with miscellaneous 184, in so far as the teaching of English is concerned.

The organization of English work in its relation to trade instruction is elaborated on page 16 of miscellaneous 183, and in the discussion of receiving stations, page 13 et seq. miscellaneous 183, and further, on page 6 et seq., miscellaneous 185. The attention of the committee is directed to the blue-print chart of a working organization for vocational guidance school leading on to specialized agricultural courses adapted to the needs of men who have less than a high school preparation. (See also pp. 7, 9, and 10 of Misc. 185).

While we regret that in the time at our command, we can not edit and condense, it is believed that the committee will be indulgent, and give full consideration to the needs of the training situation, as presented herewith.

For the particular field of agricultural education, the attached statements are prepared for your consideration. The superintendent of advisement and training concurs in the statement that the fundamental principles of organization, salaries, need for help, instructors, in a general way, apply to the other fields of education.

Respectfully,

WALTER J. QUICK.
Training Officer, Agricultural Education.

STATEMENT OF TRAINING OFFICER, AGRICULTURAL EDUCATION, CENTRAL OFFICE ADVISEMENT AND TRAINING SECTION, DIVISION OF REHABILITATION.

[Supplementing oral testimony of Walter J. Quick of May 14, 1920, and accompanying letter of even date.]

RECOMMENDATIONS FOR AGRICULTURAL TRAINING OF DISABLED EX-SERVICE MEN.

The problem:

Elementary grades—

(*a*) Illiterate to eighth grade.

The solution:

(*a*) Guidance school, vocational.

(*b*) Agricultural unit courses.

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Leading to:
(*a*) Agricultural subcollege courses.
(*b*) Agricultural college courses.
Personnel necessary for:
1. Federal Board Vocational Education—
Central office—
(*a*) 1 training officer, agricultural education..... $4,000
(*b*) 6 supervisors, agricultural education, at $3,000..... 18,000
District office—
(*a*) 50 agricultural training assistants, at salary $2,400.. 120,000
(*b*) 50 coordinators, representing Federal board at institutions, at salary, $2,400..... 120,000
2. Institutions—
(*a*) 100 agricultural instructors for elementary agriculture and horticulture; agricultural unit courses. (Such men are commanding salaries varying from $2,000 to $3,000.
(*b*) 100 to 150 vocational instructors for English, mathematics, and Americanization. (Such men or women command salaries varying from $1,800 to $2,500.

IMPORTANCE OF AGRICULTURAL TRAINING.

1. Over 4,000 men to date have been directly placed in agricultural training, nearly all of whom are yet in training, and in addition there are probably 500 engaged in prevocational work preparatory to taking lines of agricultural training. Many more, probably 1,200 to 1,500, have been approved for agricultural training, but these men have not yet availed themselves of the opportunity. The liberalizing of the rehabilitation act extending training to section 3 men on section 2 terms will probably more than double the number to avail themselves of agricultural training. Another very large increase of men for agricultural training is evidently right now demanding attention at training centers. The number probably will be increased beyond present definitely-ascertained numbers on account of arrangements contemplated at hospitals and sanatoria for tuberculosis men seeking agricultural training. For such men special placement has been suggested and is being sought.

2. The men approved for agricultural training may be classed into three general groups:

(*a*) Men who went into the war from college or high school, returning, have entered the agricultural colleges.

(*b*) Men with an eighth-grade preparation who are admitted into subcollege two-year courses, Smith-Hughes or other schools of agriculture.

(*c*) The men of elementary grade, ranging from illiterate to the seventh or eighth grade, who, of necessity, must have prevocational instruction in order that they may receive scientific training intelligently and benefit to the greatest degree.

3. The first and second groups have given us and the institutions to which they have been recommended very little trouble, as they enter the classes, if sent to the institution at the beginning of the school year or a term, and if not, they frequently can be brought up to class work by coaching.

THE PROBLEM—MEN OF ELEMENTARY GRADES.

4. The third group has given the Federal board and all the institutions to which they are sent great trouble. In the words of one of the college presidents, "through this class of men of low elementary grades insurmountable difficulties have arisen." Thorough investigations proved to the Federal board early in the college year just closing that these men in varying numbers form the problem at every State agricultural college and school. They constitute from 25 to as high as 55 per cent of the men approved for agricultural training. We believe this to be a larger per cent than exists in any other line, due to the fact that the men approved for agricultural training are from the isolated districts of the country where the opportunity has not been so great for early education. The country boys have not been given the opportunity of securing much knowledge of even the common branches of good country schools, and the disinclination of the farmer parents to allow the boys more than a very ordinary education for fear of losing them from the farm. Many have had no opportunity. Such are usually older men, 15 or 20 years past country schools age. Many men are, therefore,

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illiterate, or practically so. Added to this number are the foreign illiterates—that is, those men of foreign tongue and who are illiterate from the standpoint of English.

5. The difficulties just recited constitute a real problem to both the Federal board and the institutions to which these men are sent. Presidents have intimated to me that the State institutions are not prepared to do the elementary work necessary to advance these men to a knowledge of English and mathematics, where they can receive and be benefited by the agricultural training offered. I have been told by them that we should realize that an institution of advanced learning is neither a kindergarten nor a grammar school. They believed that these men should be prepared elsewhere until they can be articulated into short courses in agriculture or the agricultural college proper.

6. The institutions, however, without exception have become convinced that it is their patriotic duty to assist the Federal board in making preparation to extend the necessary prevocational training to these men, where they will be associated with mature men such as they are and have the benefit of the atmosphere of the college, and where the advanced ideas of scientific agriculture in all its lines are constantly impressed upon them. Institutions have changed wonderfully in favor of training disabled men and now appreciate them as students frequently to become alumni.

GUIDANCE SCHOOL—AGRICULTURAL UNIT COURSES.

(See Miscellaneous 185, pp. 5 and 6.)

7. As a result of all the investigations made and upon learning that the same conditions prevailed in all institutions to a greater or less degree, I worked out an elementary school where these men should be collected. This I termed a guidance school, its purpose being to study, try out, and instruct these men vocationally in the elementary common branches and in elementary agriculture. This school is really prerequisite to certain courses which I prepared and designate as agricultural unit courses. They are divided into units of one month each and cover one year continuously from month to month and may be entered any month.

PLAN—AGRICULTURAL UNIT COURSES.

8. A man may take one or several unit courses—one as a major and others as minors related to the major, at the same time he continues in the common branches of the guidance school. If a man is to have but one year's training it will consist of the unit courses selected with an extension beyond the year to cover his vocational preparation and to enable him to complete the unit courses one year from his beginning. If he is entitled to more than one year's training, he should then be taken from the unit courses and inducted into the two-year agricultural course at such time—the beginning of the year or the term—as will enable him to complete that course. Nearly all State agricultural institutions will allow the men credits for the work done in the unit agricutural courses or in the two-year courses. In case of extension this will enable them to take work in the four-year agricultural college course and have the advantage of their credits for work done. Many men are sufficiently ambitious to finish the four-year course even if their extensions do not carry them through it.

SOLUTION OF THE PROBLEM.

9. The above plans of the guidance school and agricultural unit courses were reduced to definite form and mimeographed for the benefit and assistance of all institutions offering agricultural training to the disabled men. The system was first placed in operation at the Massachusetts Agricultural College where, in a receiving station, a large body of men were found constituting more than 50 per cent of elementary grade, needing careful organization and elementary training. Notwithstanding a very disorganized condition, the system proved to be very satisfactory and under it probably 100 additional men have received their prevocational training and are to-day carrying on their agricultural training to splendid advantage.

SUPERVISORS NECESSARY.

10. The system known as Miscellaneous 185 has been introduced and thoroughly organized in 25 or 30 agricultural colleges to great advantage, although

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not attended with complete success, due to the paramount need of inspection, supervision, and a general follow-up procedure. In many places the organization has not been complete for the want of instructors. In others a sufficient number of instructors have been secured, but they are, unfortunately, without sufficient training and experience.

COORDINATORS NEEDED.

11. Many institutions are in need of coordinators in order that the instruction may be properly correlated and the men correctly classified to insure their rapid advancement.

12. Printed documents, such as Miscellaneous 185, can be sent into the districts in sufficient copies to introduce it in each of the institutions, but we have learned that it is, unfortunately, not to be assumed that the plans will be adopted and introduced. If adopted, not being well understood, the work goes on slowly and only in a perfunctory manner, which does not interest, prepare, and train the men. We have learned that not only the instructors and coordinators, but the institutions must be urged to use any new contribution to general or vocational education.

13. It can not be said that the introduction of the unit system and prerequisite guidance school has reached its greatest success in any institution without the visit of some one understanding its organization and who is, therefore, able to explain fully the advantages to the institution of using the unit system in coordinating such a large number of students to it. It also follows that to properly organize the system, instructors are necessary. The interest and cooperation of the whole faculty and particularly of those members and the counsellors of the Federal men is of paramount importance for full harmony and support in the undertaking. In addition to those necessary to organizing of this work, a supervisory force is imperative to follow, inspect, and supervise that the work may continue to the best advantage for the men.

TRAINING FORCE NECESSARY.

14. We recommend, in order to advance agricultural training as it should be to cover the 14 districts of the United States the following:

(*a*) One general training officer for agricultural education.

(*b*) Six supervisors of agricultural training, which number would not place over two districts under each man if districts 3 and 4 are supervised from central office.

(*c*) Fifty agricultural training assistants, who may be used in placement as well as in getting approved men from the country with training. Each State should have an agricultural training assistant.

(*d*) Fifty agricultural coordinators of State agricultural colleges. They are the equivalent of the principal of the guidance school and represent the board at institutions.

(*e*) One hundred agricultural instructors for elementary agriculture and horticulture and for instruction in agricultural unit courses. These instructors may be employed by the Federal board, as has been found necessary in some State agricultural colleges that are financed on the budget plan, or may be employed by the institutions and the institutions then, in turn, paid by the Federal board, so much per month per man.

(*f*) One hundred and fifty instructors in vocational English and arithmetic, including Americanization. These instructors should have agricultural training in order that the English instruction may be from an agricultural standpoint, and that mathematics may be taught from "farm business arithmetic" or "agricultural arithmetic." These instructors would receive their pay on the same basis as those indicated in the last above. They may be women or men. Women have been found patient and desirable with illiterates and all men of low elementary grade.

15. Two difficulties are encountered in securing the necessary agricultural training officers and instructors:

(*a*) The difficulty of securing properly prepared persons or those who are even moderately well prepared, for the reason that they are not procurable under present demands.

(*b*) The inability of the Federal board to offer the salaries necessary to secure able service when available.

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16. The Federal board turnover has been very large and the expectation is that it will be much greater by the opening of the college year. We have already experienced great difficulty in securing such training assistance as has been needed and have been compelled, in securing instructors, to take many persons for half time, using men who are doing the graduate work for advanced degrees or senior students, and, in many cases, the wives of professors who have heretofore had experience in teaching. Women are often the very best of instructors in the elementary branches and handle the men of elementary grads to very excellent advantage.

INSTRUCTORS AND TRAINING MEN MUST HAVE SPECIFIC TRAINING.

17. In so far as it is possible, instructors should receive training at the central office before being sent to an institution. In every case agricultural training assistants should have that instruction which has been developed at the central-office training section for those being sent into the field.

18. Every effort should be made to train all assistants and instructors to the fullest, and pay them such salaries as will make them satisfied and enable the Federal board to hold them in the work. The loss from turnover is very great and results in taking less valuable men usually, and those unquestionably without experience. Prevocational preparation of the disabled men is not only necessary with a large number, ranging from one-fourth to one-half of the men taking agriculture, but it should be borne in mind that upon the quality of this prevocational preparation depends the successful training in the vocation for which they are being prepared. On the business principle of "manufactured to standard and not to price," we should unquestionably "train to standard and not to price." Just so long as the salary influences so much the selection of the training officers and instructors, we will be training to a low standard and will rehabilitate disabled men in an unsatisfactory manner.

Respectfully,

WALTER J. QUICK,
Training Officer Agricultural Education.

TESTIMONY OF DR. JOHN R. McDILL, CHIEF MEDICAL OFFICER OF THE FEDERAL BOARD.

The witness was duly worn by the chairman.

Mr. ROBSION. What is your official position, Doctor?

Dr. McDILL. Chief medical officer of the Federal board, holding a temporary commission in the Public Health Service with rank as Assistant Surgeon General, for detail to this special duty. I am a civilian and only have a temporary appointment. I am a general surgeon and am also interested in hospital organization, construction, and management.

Mr. ROBSION. Were you in the World War service?

Dr. McDILL. Yes, sir. I have always gone in when there was anything to do, during the last 20 years.

Mr. ROBSION. You are retired?

Dr. McDILL. No, sir; I am not an Army officer.

Mr. ROBSION. Were you in the World War service in the Army?

Dr. McDILL. Yes, sir.

Mr. ROBSION. In what capacity?

Dr. McDILL. Major in the Medical Corps. I spent a year in Europe before we went into the war, in charge of Red Cross hospitals in Central Europe: in Germany and Austria.

Mr. ROBSION. As an officer of the United States Army?

Dr. McDILL. No, sir; I held a commission in the Army Reserve Corps, but, in order to observe the President's neutrality proclamation, I resigned it and was recommissioned on my return.

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Mr. ROBSION. When did you take the position that you now have?
Dr. MCDILL. With the Federal board?
Mr. ROBSION. Yes, sir.
Dr. MCDILL. I was first transferred from my Army status to the board for administrative duties, medical duties, in April, 1919. I found I was its first medical officer.
Mr. ROBSION. You mean April, 1919?
Dr. MCDILL. Yes, sir; in the central office. They were in a formative stage then and in about a month I got an idea as to what I thought the work was to be and submitted a table of organization and pay rates which rather surprised them, but which was eventually adopted, and I was getting a staff up when along came the limitation of salary and set the medical staff adrift.
Mr. ROBSION. Before you enter into that, what school or schools were you trained in?
Dr. MCDILL. The Rush Medical College, Chicago.
Mr. ROBSION. Any other school?
Dr. MCDILL. No, sir.
Mr. ROBSION. Did you engage in the practice of medicine?
Dr. MCDILL. All my life.
Mr. ROBSION. All of your life?
Dr. MCDILL. Yes, sir.
Mr. ROBSION. Where were you engaged?
Dr. MCDILL. In Milwaukee until 1890. I spent two years abroad and returned to Milwaukee until the Spanish-American War, which took me to Cuba and the Philippines, where I stayed 13 years, returning here in 1912.
Mr. ROBSION. What salary do you get now?
Dr. MCDILL. The base salary is $4,000.
Mr. ROBSION. Do you get anything besides that?
Dr. MCDILL. Yes, sir; what they call commutation of quarters, a certain number of rooms according to rank, at $12 a room, which is supposed to pay for the quarters.
Mr. ROBSION. What do you get altogether?
Dr. MCDILL. Now about $5,200.
Mr. ROBSION. Are you detailed to the War Department?
Dr. MCDILL. I was detailed by the War Department. Last year when I got my discharge from the Army on October 18 last I was immediately commissioned in the Public Health Service to continue this work.
Mr. ROBSION. You are an assistant to the Surgeon General?
Dr. MCDILL. Yes, sir; that is the name of the rank, with the pay and emoluments of a colonel in the Army.
Mr. ROBSION. What were you supposed to do when you took service with the Federal board, what were your duties?
Dr. MCDILL. The Federal board did not know at that time exactly what shape its work would take. My order read for administrative and advisory duties. They asked me to suggest an organization, which I did, as I have just stated, and which was in process of formation. It took about three months, and along came the salary limitation which let us out in June, practically.
Mr. ROBSION. June, 1919?
Dr. MCDILL. Yes, sir.
Mr. ROBSION. What was the organization you suggested?

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Dr. McDILL. About 80 medical officers—that is, in the field, the 14 districts, including the central office, four or five thousand men on fees, an average of 100 to a State, doctors to whom we could send the men.

Mr. ROBSION. These 80 officers, what rank did they hold?

Dr. McDILL. They had no rank.

Mr. ROBSION. What grade in the service?

Dr. McDILL. We were not connected with the Public Health Service then. I was just getting to that. When the organization was thrown up in the air, as it were, in June, we thought, perhaps, that it would be overcome by subsequent action when they divorced, as they called it, the board from the War Risk Insurance Bureau, but the limitations were continued. The medical officers that I had acquired stood by, did not drop out, until we had a chance to turn around. Then I made a consolidation with the Public Health Service. They took us over entirely and commissioned us in the Public Health Service and reassigned us to duty with the Federal board to continue the work.

Mr. ROBSION. Under that, what rank did the 80 men hold?

Dr. McDILL. The chief medical officer, whom we call the district medical officer, has the rank of surgeon, which is the same as major in the Army, as to pay and allowances.

Mr. ROBSION. How many were there of those?

Dr. McDILL. Fourteen.

Mr. ROBSION. You have that number now?

Dr. McDILL. A couple of them have rank below that, younger men. The Public Health Service is not willing to give that rank on account of their age.

Mr. ROBSION. What do they get, in round numbers, in a year?

Dr. McDILL. About $3,200, I think a captain's pay is.

Mr. ROBSION. There are 14 of those. Then, the other 66?

Dr. McDILL. It varies. Some offices only had three or four medical men altogether. New York had as high as 30 at one time. We have to-day 150 officers who are working entirely for the Federal board, nearly all in the Public Health Service.

Mr. ROBSION. The rank is from, say, lieutenant up to colonel?

Dr. McDILL. Yes, sir.

Mr. ROBSION. Then, their pay would be from how much to how much?

Dr. McDILL. According to the rank.

Mr. ROBSION. But how much?

Dr. McDILL. The rank of lieutenant pays about $2,500. That is called assistant surgeon in the Public Health Service. The rank of passed assistant surgeon, or captain, $3,200; the rank of surgeon, or major, about $4,000, with all the allowances; and the senior surgeon, about $4,500.

Mr. ROBSION. Outside of the 150 officers which you have spoken about, you have something like 4,000 to 5,000 examiners in the several States?

Dr. McDILL. We did have, but they are all now a part of the War Risk or Public Health Service; they do the medical examinations.

Mr. ROBSION. How many do you have now?

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Dr. McDILL. According to the last report, about 4,000—between 3,000 and 4,000. They expect about 5,000. Some of those men get very little pay.

Mr. ROBSION. What do those men get—what pay?

Dr. McDILL. What do they get?

Mr. ROBSION. Yes, sir.

Dr. McDILL. They now get $5 for an examination, under a recent ruling of the Secretary of the Treasury; it used to be $3.

Mr. ROBSION. Is not that rather high?

Dr. McDILL. That is what all the life insurance companies have been paying for over 10 years; and also they pay additional for laboratory examinations.

Mr. ROBSION. The physicians who make the examinations in the several counties will have several hundred men just coming to them without any trouble, and they will make a great many examinations in one day?

Dr. McDILL. If the physician makes the examination that satisfies our needs, he will not make many a day.

Mr. ROBSION. How many?

Dr. McDILL. I think 10 is a great number for a thorough physical examination, but we do not find many competent men who are willing to do that; they would rather not do it.

Mr. ROBSION. That may be in some districts, but they worry me to death in my district; and if one fellow gets the position, all the others are hurt because they do not get the place—it is worse than the post offices.

Dr. McDILL. Where is that—Kentucky?

Mr. ROBSION. Yes, sir; and that is true in Tennessee, Iowa, and Wisconsin—they want the places.

Why did your organization go back into the Public Health Service; why was it put into the Public Health Service?

Dr. McDILL. Because the board had no salaries to pay the medical officers over $2,400.

Mr. ROBSION. They could not pay any salaries to the medical officers over $2,400 in the Federal board?

Dr. McDILL. They had not any salaries over $2,400.

Mr. ROBSION. And the plan was worked out in order that they could get more salary?

Dr. McDILL. There were not any more salaries. Congress legislated for a certain number at fixed salaries, and that was not enough, as I understand to go around among the other officers of the board.

Mr. ROBSION. It was finally worked out in order for the doctors and officers in the medical branch of the Vocational Board to get more salary, because the salary was not adequate under the vocational training law; is that it?

Dr. McDILL. Yes, sir; that is it.

Mr. ROBSION. Of the 150 officers, how many of them, if any, were in actual service overseas?

Dr. McDILL. I do not know how many were overseas.

Mr. ROBSION. Any material number of them?

Dr. McDILL. Yes, sir; a large number. Ninety-two per cent either had service overseas or in this country; 3 per cent tried very hard, but they were physically disabled, and they were ruled out, but did something important at home without a commission.

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Mr. ROBSION. Quite a number have testified here, but I believe you are the first man who was overseas?

Dr. McDILL. I was overseas before we went into the war.

Mr. ROBSION. I think you are the first one who has testified here for the board who was overseas?

Dr. McDILL. I was not in the United States service. I went over there in connection with the Red Cross base hospitals before we entered the war.

Mr. ROBSION. Were you in the United States service during the war?

Dr. McDILL. Yes, sir; all of it.

Mr. ROBSION. If there was any trouble about the boys' examinations, it was due to your department, was it not?

Dr. McDILL. Yes, sir.

Mr. ROBSION. We had one man, particularly, here who testified that he had to be examined nine times. Will you please explain why a situation like that should arise?

Dr. McDILL. Not unless the first examination and subsequent ones were inadequate and did not give the necessary data to comply with the rehabilitation law.

Again, certain training might not have been feasible on account of the condition, and he was asked to return at another time to see if it was feasible, or if he was well enough to take training. Then, again, sir, in nearly all examinations we find that the man had had them by other branches of the Government. The Bureau of War Risk Insurance often has multiple examinations, also the Public Health Service, and they are all finally charged up to the Federal board. They do not seem to be able at times to differentiate between the board and the bureau and the Public Health Service, and we get credit sometimes for all those examinations.

Mr. ROBSION. When the War Risk Bureau might be responsible for a part of them?

Dr. McDILL. Yes, sir.

Mr. ROBSION. Do you have complaints coming to your office from soldiers on account of the examinations throughout the country?

Dr. McDILL. Yes, sir.

Mr. ROBSION. What is the source of the trouble?

Dr. McDILL. They differ with the diagnosis of the doctor; it does not suit their desires, or they have been ordered to take another examination, the first one being faulty. But it might clear the situation to state that I have just ascertained that 95 per cent of our medical examinations are now valid and satisfactory.

Mr. ROBSION. To whom?

Dr. McDILL. Up to that time we had only heard about the 5 per cent, and we got the impression that they were all pretty bad, but we see them all now.

Mr. ROBSION. The 95 per cent are satisfactory to whom?

Dr. McDILL. To us. We can make ratings and estimate and appraise a man's case from the data in 95 per cent of the cases.

Mr. ROBSION. You can not act upon 5 per cent of the examinations because they are faulty?

Dr. McDILL. They are deficient or faulty.

Mr. ROBSION. When you say that 95 per cent are satisfactory, you are talking about your own staff, but you do not say that they are

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satisfactory to the soldiers. You do not mean to say that 95 per cent of the examinations are satisfactory to the soldiers, do you?

Dr. McDILL. To both of us; yes, sir.

Mr. ROBSION. Your bureau does not examine for the War Risk Bureau, does it?

Dr. McDILL. Yes, sir; the Public Health Service is the medical agent for the War Risk Bureau and the Federal board.

Mr. ROBSION. Do you have anything to do with the examinations for the War Risk Bureau?

Dr. McDILL. No, sir.

Mr. ROBSION. Yours is limited exclusively to the Federal Board for Vocational Education?

Dr. McDILL. The data that each bureau requires, the Public Health Service, the War Risk Bureau, and the board, are substantially the same. At the beginning, we were all after the same men for practically the same information, producing duplication and overlapping. That is the reason why the Surgeon General, although he had no authority of law, assumed the burden of the medical work for the Federal board.

Mr. ROBSION. Under the present plan, is there any duplication?

Dr. McDILL. No, sir.

Mr. ROBSION. When was that changed?

Dr. McDILL. In August of last year.

Mr. ROBSION. August, 1919.

Dr. McDILL. Yes, sir.

Mr. ROBSION. After that time there was no further duplication?

Dr. McDILL. Yes, sir; for a time there was some irritation, duplication, and unnecessary expense.

Mr. ROBSION. But since August, 1919, there has been no duplication?

Dr. McDILL. Yes, sir; at the beginning the Public Health Service was overwhelmed with work, as we were, and when we did not get prompt action from them we secured examinations ourselves and paid for them; but that has all practically disappeared now.

Mr. ROBSION. When did that condition become relieved?

Dr. McDILL. Since last September or October; and it is getting better all the time. We instruct our medical officers that it is the desire and intention of both the board and the bureau that all medical work, examinations, and treatments, shall be by the Public Health Service; but that if a man needs anything and the machinery of the Public Health Service is not available or does not function to give it to him and get it done and send the bill to us.

Mr. ROBSION. Now, Doctor, taking a broad and liberal view of the testimony that has been brought to the committee, I believe that nearly everyone who seems to know and be able to speak upon the subject believes that there has been a great deal of unnecessary delay. To what extent has your department been responsible for that delay, and by that I mean in getting the boys into training?

Dr. McDILL. At first there was unavoidable delay. We could not find medical officers and district chiefs, and I was not always able to get the right chief man in the district office. I could not interest them at all.

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Mr. ROBSION. Take the New York situation, with one medical officer undertaking to handle the thousands of cases there. Who was responsible for that condition?

Dr. MCDILL. The lack of desirable medical personnel who would take up this work. I appealed to the medical colleges and told them that their reputation as medical centers was at stake, and that we really must find men who would volunteer to serve at the price long enough to get the work going, but that did not avail in New York. In other medical centers it did. I am glad to say that the men from the college faculties who agreed to serve stuck by us until they became carried away by the work, and they are still with us.

Mr. ROBSION. What about the witnesses who appeared here from the New York office and said that they had appealed for more medical service? They said that they could not get any more.

Dr. MCDILL. They did not seem to be able to get them.

Mr. ROBSION. How is this, Doctor: When Mr. Farrel came in and took charge of the New York office he demanded 25 more doctors and got them?

Dr. MCDILL. He had the right man as chief medical officer. He is not with us now. He came along in August, I think.

Mr. ROBSION. Why is it that they did not have them up there for such a length of time, and then all at once get 25?

Dr. MCDILL. That is an index of the ability of the man to get others to do things. That is all.

Mr. ROBSION. What I am trying to get at is who is responsible for that situation there up to the time when a man was put there who could get 25 men? Is it your department that is responsible, or is the standing committee, or is it the district officer or vocational officer at New York? Who is responsible for it, or who was responsible?

Dr. MCDILL. The difficulty was the lack of medical men at that time.

Mr. ROBSION. But you did get them when Mr. Farwell came in and said, "I have got to have 25."

Dr. MCDILL. We got them when Dr. Bell got there. Dr. Bell is a Canadian, but he took out his first papers at once. He got those men without any difficulty, apparently. He got the 25 men promptly, but how he did it, I do not know.

Mr. ROBSION. In other words, a man came here from Canada and was put in charge, and when he had been there but a short time he got 25 men?

Dr. MCDILL. Yes, sir.

Mr. ROBSION. Does that indicate to your mind that you did not have the right man up there?

Dr. MCDILL. Not on that job. Dr. Merriam is an excellent man, but he was not the man for chief medical officer.

Mr. ROBSION. That was his job?

Dr. MCDILL. Yes, sir.

Mr. ROBSION. That is the thing that was holding up the entire matter?

Dr. MCDILL. Yes, sir.

Mr. ROBSION. Who was the wrong man on the job, or who was the man that held in position the deficient person in this case?

Mr. MCDILL. The only medical officer was Dr. Merriam. He was alone and had that enormous work dumped upon him without previ-

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ous experience. He was a young man, and you saw him here yesterday. It is not fair to put the responsibility on him.

Mr. ROBSION. Who did that?

Dr. MCDILL. Who put him in there?

Mr. ROBSION. Who was responsible for putting the burden on him when it should not have been on him?

Dr. MCDILL. I do not understand. That work came in in great volume.

Mr. ROBSION. I know the work came in, of course, but who put this young inexperienced doctor in there, or the man who could not handle the cases?

Dr. MCDILL. I do not know. He was there before I was there, so far as I know.

Mr. ROBSION. Who kept him in there?

Dr. MCDILL. I was not with the board at that time. I do not know who was the district officer or who was the vocational officer.

Mr. ROBSION. Who put the man in there who did get action?

Dr. MCDILL. I did.

Mr. ROBSION. How long did you wait until you took that action?

Dr. MCDILL. I waited until I found him.

Mr. ROBSION. Until you found the man?

Dr. MCDILL. Yes, sir. He showed up about August, and was willing to take it temporarily. He had had two years' experience as chief medical officer in the line of rehabilitation in Canada, and was a chief medical officer in France in the war for two years.

Mr. ROBSION. Does your explanation of the delay in New York also apply to Baltimore and Philadelphia?

Dr. MCDILL. The Baltimore office was originally here in Washington, and we kept it going. I was here on the ground, and could find local doctors to take it temporarily, and it went along. At present it has perfect medical service.

Mr. ROBSION. But there was delay in getting cases through even in the Baltimore office.

Dr. MCDILL. In getting cases?

Mr. ROBSION. Yes; in getting them passed upon.

Dr. MCDILL. Not very much since I got things going.

Mr. ROBSION. When did you get them going?

Dr. MCDILL. About three months after I got into the board. For five months I did not have an assistant myself in this office. I was alone. I could not get a satisfactory assistant. As well as I knew the medical situation in the United States I could not get a man that I was satisfied with, but finally I got Col. Moss.

Mr. ROBSION. Were you hard to please, or the men——

Dr. MCDILL (interposing). I was hard to please. You can not do this job without good tools.

Mr. ROBSION. What was the cause for holding up cases in the Philadelphia office?

Dr. MCDILL. Dr. King was alone for a long time. He is one of our best medical officers and a mature man and an able one. He fought the battle alone for a long time, until he was able to get assistance in clearing up the back work and catching up. Since September or October the medical section has been on an average 1,000 cases ahead in each district of the advisement and training section. We have caught up with and are ahead of the job.

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Mr. ROBSION. He could not secure help in Philadelphia?

Dr. MCDILL. He has all the help he needs now.

Mr. ROBSION. I mean when the delay was existing. You say that there was a congestion and that he could not get help.

Dr. MCDILL. There was great difficulty in getting help.

Mr. ROBSION. But that Canadian, when he got on the job, got help.

Dr. MCDILL. He got is right away.

Mr. ROBSION. Why could not the people in Philadelphia and other places do that?

Dr. MCDILL. I do not know.

Mr. ROBSION. You do not want us to think that all the pushing, efficient fellows live in Canada, do you.

Dr. MCDILL. No, sir, by no means.

Mr. ROBSION. If a man from Canada could get action, I do not see why you could not get it.

Dr. MCDILL. I had 13 other offices to get action on at the same time.

Mr. ROBSION. All of them were having delays, were they not?

Dr. MCDILL. Yes, sir; when I came in, there was no organization.

Mr. ROBSION. And action was not being had anywhere?

Dr. MCDILL. It was brewing all right, and it is here now.

Col. EVANS. I think that most medical men were in the service at that time.

Mr. ROBSION. I think Dr. McDill here can take care of himself. You were pretty well in touch with the situation, were you not, or with your medical situation of the country?

Dr. MCDILL. I thought I was all over the country, but many of our best men were in the Army, as Col. Evans says.

Mr. ROBSION. The only point with me is that it looked as though it took a man from Canada to get action.

Dr. MCDILL. It did.

Mr. ROBSION. And I do not want to think that we do not have the right talent here to get action.

Dr. MCDILL. He did the job.

Mr. ROBSION. I do not agree with some of these gentlemen about this question of education. I think that the American can outstrip anybody in learning things, or they always have. Have you any suggestion to make as to improving the service, or any plan or scheme to suggest?

Dr. MCDILL. We have got to assume that this is a highly specialized problem and a comparatively temporary one—that is, to last 10 year or so. The civil-service regulations should not be imposed upon the employees of this highly specialized group of men, and the salary restrictions which tie the hands of the board might well be relaxed. But that would not affect the medical staff who draw their pay from the Public Health Service.

Mr. ROBSION. You do not have to pass a civil-service examination, do you?

Dr. MCDILL. No, sir; but we have to stand a very rigid survey concerning our professional and physical condition.

Mr. ROBSION. The suggestions you make would not affect the medical end of the proposition?

Dr. MCDILL. So far as the Federal board's pay roll is concerned, no, sir; but unless there is some relief for commissioned officers in the Federal service our condition as medical officers will be very unsatis-

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factory. The medical officers are hardly able to live on what they have now. In fact, we have a deficit, or, at least, I know I have.

Mr. ROBSION. You feel that the pay is inadequate?

Dr. MCDILL. I know it is.

Mr. ROBSION. To maintain them at the present rates?

Dr. MCDILL. Yes, sir.

Mr. ROBSION. You also feel that it is a difficult matter to get a majority of Congress to take the bridle off of any board and let them run loose in fixing salaries?

Dr. MCDILL. Yes, sir; we look to you gentlemen for relief. Another point is this, or another important matter that concerns Congressmen is the status of the reserve officers, as they are called, in the Public Health Service, which is now going to be the great medical organization of the country. It is going to be one which, with all this burden upon it, will be very unsatisfactory, because this status is temporary. The tenure is so uncertain that if the Surgeon General wished to do so he could separate any of us from the service in a one-line letter, saying, " You are hereby retired to the inactive status." That is not a good condition of affairs. The regular staff of the service, I should say, should be expanded to admit these medical officers, say, under their Army records or other satisfactory records of ability. We can be discharged like hired men, you might say. I am not speaking feelingly of this, because I have no great personal interest in it. I do not expect to stay very long, as I see things now.

Mr. ROBSION. You mean that under the present arrangement the work is considered temporary and that there is nothing stable about it?

Dr. MCDILL. Yes, sir. There is a provision under which they can make reserve officers to help them out, and they have taken on about 800. The permanent staff of the service is something like 200, but now they have 800 temporary officers, and lots of them are the best men that they could get for that work. They have had Army service and were not inclined to go back to private practice.

Mr. ROBSION. What is your specific recommendation to Congress on that point?

Dr. MCDILL. That the permanent organization of the Public Health Service be expanded to meet the needs of its burden by taking in the acceptable temporary officers now on duty and others who meet its requirements or its standards of service.

Mr. ROBSION. Is there any other matter or any other recommendation that you have in mind that you think would improve the service or help to solve the problem?

Dr. MCDILL. On the question of rehabilitation, the method of rating is not quite satisfactory, although it seemed to be a very wise and fair arrangment when it was made. Either a man needs rehabilitation or he does not. I think that is a fair statement. The fact that he is receiving money from the Government or from any other source should not be taken as a measure of his right to be educated. Those entitled to the benefits conferred by section 2 go into section 2. While that is an easy way of putting it, and I can not argue against it, I am just submitting the proposition that if a man needs rehabilitation he ought to get it, without regard to the 10 per cent disability.

Mr. ROBSION. Then, you think there ought not to be a section 2 and section 3, but only one section?

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Dr. McDILL. I should say so; yes, sir. But still, section 3 training is a nice thing for some men who do not care for support during their training.

Mr. ROBSION. Now, what would you propose as the basis for admittance to training, or for securing training?

Dr. McDILL. Simply on that ground. Now, whether Congress will establish that ground, or establish service only, or some other ground—that is, that he needs it or does not need it——

Mr. ROBSION (interposing). We have that. That is covered by section 2.

Dr. McDILL. That is covered by section 2.

The CHAIRMAN. Not quite. You say whether he needs it or not, but Mr. Robsion was asking about the disability. There are many people who are not disabled, but who need training.

Dr. McDILL. I am not making it a question of disability but of need for it.

Mr. ROBSION. I am asking you to define the basis of it. If they ought to have training, what would be your basis for it?

Dr. McDILL. I would not like to say. I could not give an opinion on that now, although I have been thinking on those things half of my life. I am not prepared to give an answer to that.

Mr. ROBSION. You are in the medical section and have been thinking of these things all your life, and yet can not give an opinion. That makes it difficult for a man like myself.

Dr. McDILL. I have wasted a lot of time, so I have been told, thinking about the possibility of recovering approximately 30 per cent of our population from a physical, mental, and economic subnormal condition and placing them back in remunerative employment.

Mr. ROBSION. I do not think that is wasting time, to help in recovering one-third of our population. So, you would not define what men should have training?

Dr. McDILL. No, sir; I would think over that.

Mr. ROBSION. Suppose we did away with section 2 and gave all of the men training that the law now would give training to under both sections 2 and 3, how many men would that cover, do you think?

Dr. McDILL. Making it a question of physical disability due to service?

Mr. ROBSION. No. Under the present law you can under certain conditions give training under section 2 but can not give it under section 3, and in other cases you could give it under section 3. Now, suppose you put it all under section 2?

Dr. McDILL. Up to the 15th of last month, I think Mr. Munroe said, 58,000 were approved under section 2 and 38,000 under section 3, or 94,000 in all. Section 3, however, is not yet complete by any means, and I understand that 100,000 cards were prepared by the Bureau of War Risk Insurance of men receiving compensation and sent to the districts in order to notify the men who were not in section 2 that they were entitled to section 3.

Mr. ROBSION. Does not your department deal with the question as to the men who are disabled, vocationally handicapped, etc.?

Dr. McDILL. The Medical Department——

Mr. ROBSION (interposing). You have the data on that question.

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Dr. McDILL. The Medical Department deals with six or seven important points on which the board must pass before putting men in training and after they are in training.

Mr. ROBSION. But you have that data in your department. Now, how many men do you think would be entitled to section 2 training if you put section 2 and section 3 together? I do not mean how many would take it, but how many would be entitled to it.

Dr. McDILL. I understand you to say if you abolish section 3?

Mr. ROBSION. Yes; or put it in section 2 and give them all section 2 training?

Dr. McDILL. I can not say. Those are figures that you could get from the War Risk Bureau; that is, of all that are getting compensation. They are not in section 2, but would come in. They are not now in that section. Then, there is the great unknown load that time will develop.

The CHAIRMAN. I think it was stated that the number of replies was 206,000.

Mr. ROBSION. How many men do you think would be entitled to training if you had it all upon the basis of 10 per cent disability?

Dr. McDILL. The records of the War Risk Bureau would show.

Mr. ROBSION. We want to know what it would be.

Dr. McDILL. I do not know. I understand that 100,000 of those cards have been prepared.

Mr. ROBSION. Could you make an estimate, or would you be willing to make an estimate of that?

Dr. McDILL. According to your question, it would be all who are getting compensation from the War Risk Bureau, and that is a matter of statistics.

Mr. ROBSION. You do not have them?

Dr. McDILL. No, sir. If I may say in completion of my answer to your question, and as I was going on to say, I can not imagine any better financial investment for the Government, to put it on that basis, than to train men simultaneously mentally, physically, and economically. In dollars and cents the deferred dividends will probably be the largest of any business in the world.

The CHAIRMAN. Would it be unfair to the severely wounded men to train first one who is slightly wounded?

Dr. McDILL. I feel that it would. Consider the case of the man who was wounded the first day of the war and has been in hospital for two years: He comes before my staff for examination, and we find that he has no physical disability which constitutes a vocational handicap. On the other side of the picture there is a man who was, perhaps, discharged in a few days from the service at the camp, or from the draft, and he can prove that he has a temporary major vocational handicap, and he goes out into a four years' course. They will see him through with it, according to the present feelings of the board. Now, there is something wrong about that. We can not find anything wrong with the man who has been through two years of trial, illness, and sickness under the law.

The CHAIRMAN. The committee will have to recess until 2 o'clock. Are you through with your statement?

Dr. McDILL. Yes, sir; I am quite through.

The CHAIRMAN. We are very much obliged to you.

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Dr. McDILL. If the committee will allow me to submit four concurrent orders that define the relations of the medical section to the Public Halth Service, I will be glad to do it. They show precisely our relations. In this connection I wish to say that every line of these orders are alive for work, and every officer of each service cooperates.

The CHAIRMAN. That may be inserted in the record.

(The matter referred to is as follows:)

Instructions No. 67.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR
DISABLED SOLDIERS, SAILORS, AND MARINES,
Washington, November 22, 1919.

From: Chief Division of Rehabilitation.
To: All district vocational officers (attention district medical officers).
Re: Status of Public Health Service officers assigned for duty with the Federal board.

DEAR SIR: 1. Hospital Division Circular No. 16, issued by the Surgeon General of the United States Public Health Service, November 17, 1919, and approved before publication by the Chief of the Division of Rehabilitation is adopted and will be in effect as instructions of this board.

Very truly, yours,

UEL W. LAMKIN,
Chief Division of Rehabilitation.

Hospital Division Circular No. 16.

PERSONNEL OF PUBLIC HEALTH SERVICE ASSIGNED TO SPECIAL DUTY WITH THE FEDERAL BOARD FOR VOCATIONAL EDUCATION.

TREASURY DEPARTMENT,
BUREAU OF PUBLIC HEALTH SERVICE,
Washington, November 17, 1919.

To commissioned officers, acting assistant surgeons, and others concerned:

1. To make for efficiency and economy through a single field organization to perform the work of three allied Government bureaus, and to make but one contact for medical purposes with disabled soldiers, sailors, and marines, a communication to the Federal Board for Vocational Education from the Surgeon General to the Public Health Service, dated July 29, 1919, followed by a conference with the board on August 5, 1919, resulted in the appointment of the medical personnel of the board in the Public Health Service and of their detail for special duties with the board.

2. The duties of officers so assigned will be prescribed by the board, through its chief medical officer, in accordance with the needs of its work in the rehabilitation of disabled soldiers, sailors, and marines. The relations to the Public Health Service of these officers will be those of other officers to the service as far as pay, allowances, and general discipline is concerned, except that such officers will not be ordered to other stations, without their consent, unless for reasons of great public necessity. Such officers, when not fully occupied with the work of the Vocational Board, will, with the consent of the district vocational officer, perform such duties in connection with the care and treatment of patients as they may be directed by their superior officers in the Public Health Service.

3. The district organizations of the board correspond to those of the Public Health Service and the Bureau of War Risk Insurance; the work of the board and of the Public Health Service for their mutual beneficiaries is being more and more decentralized, so that the relations of all officers of the three services can not be too close and harmonious for the good of the service, and now that all are in the Public Health Service such cooperation is assured.

4. Each board district office is in charge of a district vocational officer (a layman) and its medical section is composed of one district medical officer in

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charge and as many assistant district medical officers as needed, and all are, for purposes of internal management, under the direction of the district vocational officer, who is in turn responsible to Washington.

5. The lines of authority, however, of the district supervisor and his staff run through the Hospital Division to the Surgeon General, and those of the district medical officer and his staff are through the chief medical officer to the Surgeon General where medical affairs are concerned; but in matters of board administration and regulations the channels are from the district medical officer through the district vocational officer, through the Chief of the Division of Rehabilitation in Washington, to the chief medical officer, and, when necessary, to the Surgeon General.

6. Correspondence between the district medical officers and the district supervisors will be direct and it is expected and desired that practically all questions, covered by bureau and board orders from Washington, will be settled between them without reference to headquarters. Suggestions that may benefit the service are invited from all concerned.

Respectfully,

RUPERT BLUE, *Surgeon General.*

Instruction No. 37.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR
DISABLED SOLDIERS, SAILORS, AND MARINES,
Washington, October 4, 1919.

From: Chief Division of Rehabilitation.
To: All district vocational officers.
Re: Medical care of beneficiaries of the Federal board in cooperation with the Public Health Service.

1 Owing to a recent decision of the Attorney General, limiting medical care by the Public Health Service to men who are "patients of the Wark Risk Insurance Bureau," existing regulations are hereby amended and the following procedures will be observed in providing medical care for injury or disease not due to his own willful misconduct for each man in receiving stations or in training who requires such care to enable him to continue his course of training. When the question of a disease "due to his own willful misconduct" arises, it is understood that the burden of proof in such cases rests with the Government.

2. It will always be borne in mind that when medical care is needed, it must be arranged for without delay. To this end the United States Public Health Service will cooperate as per Circular Letter No. 188, September 30, 1919, Treasury Department, Bureau of Public Health Service, "so far as facilities are available." This Circular Letter No. 188 was approved by this board and is hereby made a part of these instructions and these instructions have been approved by the Surgeon General of the United States Public Health Service. It will, therefore, be the duty of any district officer handling a case needing medical care to ascertain, preferably by telephone, if the Public Health Service has the necessary facilities available, by communicating first, if practicable, with the office of district supervisor and, if a prompt and satisfactory answer is not obtainable for any reason, then second, with the nearest Public Health hospital or other place where that service has a contract. If facilities are available, instructions in Circular Letter, Public Health Service No. 188, will govern. Whenever a man refuses to accept the medical care offered him at a regular Public Health Service hospital, or a marine hospital, and in the opinion of the district medical officer there appears to be some justification for such refusal, the man may be given the choice of a hospital where the Public Health Service has a contract with a civil hospital, and in such case the board will pay the hospital charges whether the man is a beneficiary of the War Risk Insurance Bureau or not. This choice is to be allowed only in exceptional cases.

3. If no Public Health Service facilities are available, the case will be referred to any hospital with which the Federal board has an arrangement for ward-bed care only, at a per diem rate which includes medical and surgical attendance, nursing, and ordinary medicine; the usual extras will be paid for, such as the use of operating room, X-ray and ambulance service.

4. Provision for medical care, when facilities of the Public Health Service are not available, will require that definite arrangements in writing be made as soon

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as possible by the district medical officer with the best available civil and private hospitals, sanatoria, dispensaries, clinics, and laboratories in all centers of population in the district. Excellent agreements have already been effected in several districts with general and special hospitals for care in ward beds, including all medical and surgical attention, for a per diem rate of from $2 to $3, the only extras being a small fee for use of operating room and X ray. A number of public utilities have even placed their facilities at the disposal of the board without charge, or for nominal fees to cover actual costs. If the approach to these organizations is carefully planned, the result is almost always satisfactory. It is advisable to have arrangements with several hospitals, etc., in large centers.

5. However, whenever in the judgment of any medical officer even a short delay might result in loss of life, health, or limb, a patient will be sent at once to the nearest reputable hospital with instructions to give the needed attention at the expense of the board. The board, however, will not pay unreasonable charges for medical or surgical care of emergency cases.

6. The above will provide for all classes of sickness for which the board assumes responsibility for medical care. The intent of the laws governing the care of discharged disabled service men seems to be that the Public Health Service shall eventually give all such hospital and other care as may be required, and it is the desire of the Public Health Service to do so. Consequently, the board regards any medical service that it sets up now as provisional only and intended to fill any gaps pending the extension of the Public Health Service to enable it to meet every requirement. The board desires that, as soon as possible, the Public Health Service shall assume the whole burden of the medical care of its beneficiaries.

7. Applicants for training, in the investigation status, who are not entitled to the benefits of the Public Health or Bureau of War Risk Services who are sick and who have not made application for compensation or do not wish to make such application for any reason, will be referred to the American Red Cross or other agency for any needed medical care.

8. The most perfect medical care is now found only in modern hospitals where the ward patient, paying $2 to $3 per day, and even the free patient, receives care as good as, and often better than, the one who may pay $15 a day. As there is practically no case of sickness which can not be moved with complete safety from his home to a hospital in the same city, the board can not authorize the special and very expensive arrangements necessary to care for a man at his home. However, when transfer to a hospital of an acute case of illness involves railroad or other long travel which might, in the opinion of the doctor in attendance be inadvisable, the case may be treated at home at the expense of the board until such time as transfer to hospital is feasible. During such care the expense authorized by the board for medical attendance shall not exceed $3 per day, and for any necessary special nursing care it shall not exceed $5 per day. Whenever a man or his friends demand extra medical or extra nursing care, unless such care is deemed absolutely necessary by the physician in charge, such extra expense must be borne by the patient. The board will reimburse the hospital, or medical attendant if treatment is at home, for the amounts above authorized, or for the rates specially arranged for in the case of institutions. Those few men who do not desire compensation, and who object even to filing a claim on Form 526, B. W. R. I., should be persuaded to execute this form, even though not intending to go further with the matter. They could then be given medical care as applicants in a sub judice status; also, they should be assured that the record of such a claim might be of inestimable future value to them.

9. The expense for examination of the eyes to determine errors of vision plus the cost of corrective glasses and the frame in excess of a total of $9 will not be allowed.

10. Expense for dental work, when not furnished by the Public Health Service, is authorized up to $30 whenever, in the opinion of the district medical officer, or other authorized person, such work is necessary in order that the man may continue his training.

11. Whenever a sick man needs transportation as provided for in Public Health Service Circular Letter No. 188, paragraph 4, it will be furnished by the D. V. O., either directly to the man himself or the necessary transportation requests will be furnished to the district supervisor or to the hospital, as the case may be.

12. Whenever, in the judgment of the D. M. O., the illness of any man is disabling longer than the 30-day period now allowed by regulations, the time

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may be extended accordingly and he will not be suspended from a training status except upon the recommendation of the D. M. O.

13. (Provided in recent legislation.)

14. A sample copy of the hospital admission card, United States Public Health Service Form 1971–D, referred to in paragraphs 1 and 2 of Public Health Service Circular No. 188, is inclosed. A rubber stamp will be made to serve this purpose, and will have the following legend: "Federal Board for Vocational Education, Division of Rehabilitation. Authority of Public Health Service Bureau Circular Letter No. 188, September 30, 1919, and Federal Board for Vocational Education Instructions, No. 37, October 4, 1919." The D. M. O. will procure a supply of these cards and a list of hospitals and relief stations from the district supervisors.

15. All concerned are enjoined to carefully study the terms and intent of this cooperative arrangement in order to effect as smoothly working system as possible, to the end that every sick man shall get immediate attention whenever possible. If a man refuses all assistance offered a full report of the circumstances will be made to central office.

JOHN R. MCDILL,
Chief Medical Officer.

Approved October 3, 1919.

UEL W. LAMKIN,
Chief Division of Rehabilitation.

Bureau Circular Letter No. 188.

TREATMENT OF DISABLED MEN WHILE UNDERGOING TRAINING BY THE FEDERAL BOARD FOR VOCATIONAL EDUCATION.

TREASURY DEPARTMENT,
BUREAU OF UNITED STATES PUBLIC HEALTH SERVICE,
Washington, September 30, 1919.

To commissioned medical officers, acting assistant surgeons, and others concerned:

1. You are advised that the Secretary of the Treasury has authorized the treatment in marine hospitals, Public Health Service hospitals, contract hospitals, and relief stations of this service of disabled men discharged from the military forces who have entered upon and are undergoing a course for vocational training. Treatment in each instance is to be furnished upon the request (Form 1971–D) of the district officers of the Federal Board for Vocational Education, so far as facilities are available.

2. After the district officers of the Federal Board for Vocational Education have ascertained, preferably by telephone, whether facilities are available, they are authorized to use for this purpose the hospital admission card, United States Public Health Service (Treasury Department, United States Public Health Service Form 1971–D). This card will be given to the man, who will be directed to present it to the designated hospital or relief station, and a copy will be sent immediately to the district supervisor of the Public Health Service. In using these cards it is understood that the Federal board officers will strike out the words "For examination only," will insert under "Class" the letters "F. B. V. E.," and will sign over their official title.

3. A distinction should be made between War Risk beneficiaries and beneficiaries of the Federal Board for Vocational Education. Discharged men from the military forces who have entered upon and are undergoing a course for vocational training are entitled to treatment as beneficiaries of the War Risk Insurance Bureau for any injury or disease contracted prior to discharge, or for which they have previously received treatment while in the military service, or if the present disability can reasonably be connected with a former injury or disease incurred in the military service prior to discharge.

4. Disabled men discharged from the military forces who have entered upon and are undergoing a course for vocational training, and who are in need of treatment for an injury or disease which is in no way connected with their military service, may receive such treatment at all relief stations of the Public Health Service at the expense of the Federal Board for Vocational Education, and separate vouchers headed "Federal Board for Vocational Education" should be rendered for the care of such patients through the Bureau of the

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Public Health Service for direct payment by the Federal Board for Vocational Education. Transportation, when necessary, to and from a hospital, for such cases will be furnished by the Federal Board for Vocational Education.

5. At stations of the first class (marine hospitals and Public Health Service hospitals), a charge of $1.50 per diem for each patient shall be made, and repayment accounts, Forms 1928 or 1929, as the case may be, should be rendered the Bureau of the Public Health Service in duplicate. If expenditures are incurred for articles or services under contract, such as X-ray or ambulance service, bills should be rendered on Form 1949, in favor of the payee, and transmitted through this bureau for direct payment by the Federal Board for Vocational Education. Such vouchers should be headed "Federal Board for Vocational Education." Charges covered by repayment accounts, Forms 1928 and 1929, should be taken up on the monthly report of relief furnished foreign seamen and other pay patients, Form 1927, but expenditures covered by vouchers forwarded for direct payment should not be taken up on Forms 1927 and 1955.

6. At places where the service has a contract, the per diem charge for each patient shall be the contract rate. Vouchers should be rendered on Forms 1926 and 1949, as the case may be, and headed "Federal Board for Vocational Education." They should be signed by the payee and certified by the medical officer in charge of the station, and must be accompanied by the original or copy of request for treatment in each case. Only one request is necessary regardless of the length of time a patient remains under treatment. Vouchers should be rendered promptly at the end of each month. Such vouchers should include not only charges for hospital care and treatment, but miscellaneous services under contract, such as ambulance and X-ray service, use of operating room, etc. Expenditures covered by such vouchers should not be taken up on the monthly report of relief furnished foreign seamen and other pay patients, Form 1927, an dmonthly schedule of encumbrances, Form 1955.

7. Where out-patient treatment is furnished, repayment accounts, Form 1929, should be rendered to the bureau in duplicate covering such treatment at $1 per visit, and these items should be taken up on monthly report of relief furnished foreign seamen and other pay patients, Form 1927.

8. Treatment of the above class of patients is to be made in each instance upon the written request, as provided in paragraphs 1 and 2, of the district vocational officer of the Federal Board for Vocational Education, so far as facilities are available. This applies to all relief stations of the Public Health Service.

9. Differences of opinion between the Federal board and the Public Health Service as to whether the board should bear the expense of medical care in any particular case, should be settled whenever possible by conference between the district vocational officer or the district medical officer and the district supervisor of the Public Health Service.

10. When the man is about to be discharged from hospital, the officer in charge will notify the district vocational officer and request instructions as to his disposition.

11. A list of hospitals, relief stations, and other places where the service has a contract, a supply of Form 1971–D will be furnished by the district supervisor on request.

Respectfully,

RUPERT BLUE, *Surgeon General.*

Instructions, No. 38.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR
DISABLED SOLDIERS, SAILORS, AND MARINES.
Washington, October 10, 1919.

From: Chief Division of Rehabilitation.
To: All D. V. O.'s and all D. M. O.'s.
Re: Physical examinations in cooperation with the United States Public Health Service.

1. These instructions supersede all previous instructions in conflict therewith. They are issued in concurrence with Public Health Service Circular Letter No. 6, October 10, 1919.

2. In dealing with disabled persons discharged from the military or naval services of the United States it is the desire of the United States Public Health

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Service (P. H. S.), the Bureau of War Risk Insurance (B. W. R. I.), and the Federal Board for Vocational Education (board) to cooperate in the closest manner possible under the laws, and to so coordinate their activities as to insure the greatest efficiency and economy for the Government and the least inconvenience to the disabled person. The district medical officers (D. M. O.'s) of the board will be guided by the above principles in securing physical examinations of applicants for vocational training, and will arrange the details of working plans with the district supervisors (D. S.) of their respective districts so that all unnecessary duplication of effort and expense may be avoided.

3. The D. M. O. is to keep himself informed of the facilities at the command of the P. H. S. for making both routine and specialist's examinations. This information will be furnished by the D. S. and will include the names and addresses of all P. H. S. officers making examinations for the B. W. R. I. in his district.

4. When the D. M. O. finds that the medical data in the case of any applicant are missing, incomplete, or unsatisfactory, and if the applicant has presented himself in person at the district office, he will cause an examination to be made at the time in the district office and fill out a report on Form B.

5. If the applicant is not present, he shall send to the district supervisor for the reports on the case. As all persons applying for compensation from the B. W. R. I. must be examined in the first instance, and all persons receiving temporary ratings are reexamined at stated intervals, recent reports of the physical condition of these men may nearly always be obtained on application to the D. S.

6. If these reports are complete and reasonably recent they should be accepted in lieu of Part II of Med. B, and should be pasted therein as an insert, and no further examination of the man should be demanded. The time in which a report ceases to be "reasonably recent" depends on the disability involved; thus, a report on a tuberculosis case is valueless if over 30 days old, while a report on an amputation case is valid indefinitely provided there is no concomitant disability. A "complete" report should contain sufficient data to enable the D. M. O. to determine—

(*a*) Whether there is (reasonable presumption) that the man has a disability due or traceable to service or aggravated thereby;

(*b*) The degree of vocational handicap; and

(*c*) That the physical and mental conditions are such as to render training feasible in the suggested occupation.

An applicant can not be accepted for training unless the report fulfills these three requisites. Note that the D. M. O. must determine these points; the opinion of the examiner is desirable but not essential.

7. If the report obtained is not complete as specified above a request will be sent to the D. S. for a supplementary report in regard to the missing particulars. If for any reason this information is not obtainable from the D. S. or if the D. S. has no report, and the applicant lives near by, he should be brought to the district office for examination.

8. If the examination by specialists is required a request therefor should be made of the D. S. The P. H. S. will make such examinations for which it has facilities, the expense thereof, if any, being charged to the board, unless the expense can properly be borne by the B. W. R. I. If the P. H. S. has no facilities, the D. M. O. will arrange for these examinations at the expense of the board.

9. A new form, "Med. D.," for reporting physical examinations has been issued which contains all information desired by the board and the B. W. R. I. A supply of this form should be mimeographed by each district office, and it should accompany all requests for examinations made at a distance from the district office. Circular etters 560 and 561 should be used in connection with Med. D. Form Med. D. and Circular Letter 560 have been approved by the Surgeon General of the P. H. S.

10. If the applicant lives at a distance from the district office he should be sent to the nearest B. W. R. I. examiner, using circular letter 560 with Form Med. D, and an addressed penalty envelope as inclosures. These must be sent through the D. S. for his indorsement. If the examiner is paid a salary by the P. H. S. he will make the examination and report without charge. If the examiner is paid by fee by the B. W. R. I., and the applicant is not a prospective or actual beneficiary of the B. W. R. I., the board will pay the fee for this service to the examiner on vouchers prepared by the D. S. If transportation is necessary the board will furnish the same. The D. V. O. will supply the D. S. with a book of blank transportation requests for this purpose which can also be used

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for sending men needing medical care to and from hospitals as contemplated in instructions 37, paragraph 11.

11. When the applicant for training lives at a distance from the district office, and no examiner of the P. H. S. is accessible or available, the D. M. O. should send him to a designated physician near at hand with C. L. 561 and Form Med. D. On the receipt of a report on Form Med. D, the D. M. O. will have typewritten copies made in quadruplicate. One will be sent to the central office, one will be retained in the district office, and two will be sent to the D. S. If the diagnosis has not been entered in conformity with the nomenclature of the P. H. S. the D. M. O. will add the same in parenthesis with his initials, provided it is self-evident. If not, he will write the examiner for further information.

12. The D. M. O. should "tickle" all requests for examinations for a date when answers can reasonably be expected. Inquiry should be made by phone, if possible, of the D. S. concerning delays and the request again "tickled." Quick action is vital. The spirit of all regulations is prompt service to the disabled man.

13. The D. M. O. should not wait for the P. H. S. if machinery and facilities are not available or not immediately responsive. If a man needs attention, give it to him. "Get it done."

JOHN R. McDILL,
Chief Medical Officer.

Approved October 8, 1919.

UEL W. LAMKIN,
Chief Division of Rehabilitation.

Hospital Division. Circular No. 6.

EXAMINATION OF DISABLED MEN FOR THE FEDERAL BOARD FOR VOCATIONAL EDUCATION.

TREASURY DEPARTMENT,
BUREAU OF THE PUBLIC HEALTH SERVICE,
Washington, D. C., October 10, 1919.

To commissioned officers, acting assistant surgeons, and others concerned:

1. This circular supersedes bureau circular letter No. 149, December 30, 1918; bureau letter, August 11, 1919; bureau circular letter 179, August 28, 1919; and bureau letter, October 3, 1919.

2. Instructions No. 38, October 10, 1919, of the Federal Board for Vocational Training are attached hereto, and, in so far as they refer to duties of officers of the Public Health Service, are made part hereof.

3. The United States Public Health Service (P. H. S.) and the Bureau of War Risk Insurance (B. W. R. I.) in their desire to cooperate with the Federal Board for Vocational Education (board) in procuring examinations of disabled men applying for training by that board, have gladly assumed the added responsibility on account of its great importance. This is not only a proper function of the service, but it is a distinct advantage to the Government and to the disabled men. Each district supervisor (D. S.) is expected to cooperate with the district medical officer (D. M. O.) of the Federal board of his district for making these examinations in the promptest and most expeditious manner, according to these instructions, which have been drawn up in cooperation with the board and are based upon its needs as far as the P. H. S. and B. W. R. I. laws permit. The board's instructions No. 38, concurrent with this circular, have the approval of the Surgeon General, and its provisions will be observed in connection with this circular.

4. When requested by the D. M. O., the D. S. will cause an examination to be made of any person, regardless of status, placing him for a few days, if necessary, in hospital for observation, or special examination. If the patient has been in a contract hospital, a bill should be made out on Form No. 1926 for transmission through the Bureau P. H. S. to the board for payment at the contract rate for the number of days he has been at the hospital. If the man has been in a marine or P. H. S. hospital, repayment account should be rendered on Form No. 1928 at the same rate as is charged in T. D. 38051 for foreign seamen, and the names of such persons reported on monthly Report of Relief Furnished Foreign Seamen or Other Pay Patients, Form No. 1927. All papers

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concerning the above, including vouchers, relief certificates, and hospital permits, should be headed "Federal Board for Vocational Education."

5. The District Supervisors are authorized to nominate and place on duty such additional medical officers and clerical help as may be necessary to perform this work expeditiously, but attention is called to the fact that definite and specific information is necessary for the approval of all plans, proposals, and recommendations submitted.

6. Hereafter, all physical examination reports made for the B. W. R. I. will be made in quadruplicate, one copy of the report to be sent to the Chief Medical Advisor, Bureau of War Risk Insurance, direct, and the other three copies to be filed in your office. You will retain one copy for your permanent office file so that eventually the service will be in possession of a medical abstract of all cases examined by it. The other two copies will be held pending request for the same by the Federal Board for Vocational Education.

7. These reports should contain sufficient information to enable the D. M. O. to determine:

(*a*) Whether there is a reasonable presumption that the applicant has a disability due or traceable to his military service.

(*b*) The degree of his vocational handicap resulting from the disability.

(*c*) That his physical and mental condition renders training feasible.

If the report does not contain sufficient data the D. M. O. will be obliged to obtain it and on his request the D. S. will render a new or supplementary report, supplying the missing data if possible.

8. When the D. M. O. desires an examination of an applicant who lives at a distance from the district office he is required by his instructions to send a letter to the applicant directing him to go to the nearest available P. H. S. examiner. This letter will be sent through the D. S. who will indorse the same and mail it to the applicant. The examiner making the examination will mail his report to the D. S., who will cause typewritten copies to be made and furnish two of the same to the D. M. O.

9. The D. M. O. of each district is required by his instructions to employ a civilian physician for making examinations in places where a P. H. S. officer or B. W. R. I. examiner is not available or accessible. The D. S. will therefore keep the D. M. O. informed of the names and addresses of all P. H. S. officers engaged in making examinations in his district

10. Transportation expenses and fees for examinations of such applicants will be charged to the B. W. R. I. when they are proper charges against that bureau. The board will furnish the D. S. with books of transportation requests for use in such cases as are proper charges against the board. Fees, when charged by B. W. R. I. examiners working on fee basis will be paid by the board. The bills for these fees will be attached to the report mailed to the board.

11. It will be noted that the vocational rehabilitation act extends its benefits to all persons who have a disability incurred in, or increased or aggravated by, or traceable to service in the military or naval forces of the United States. It will therefore be necessary to examine all applicants specified by the act who were separated from the service under honorable conditions since April 7, 1917.

Respectfully,

RUPERT BLUE, *Surgeon General.*

Hospital Division, Circular No. 25.

INSTRUCTIONS GOVERNING VOCATIONAL TRAINING.

TREASURY DEPARTMENT,
BUREAU OF THE PUBLIC HEALTH SERVICE,
Washington, January 3, 1920.

To Medical Officers in charge United States Public Health Service stations, and others concerned:

The following instructions will be observed when beneficiaries of the United States Public Health Service desire to avail themselves of vocational training while patients in the hospitals of the service, under the arrangement between the Public Health Service and the Federal Board for Vocational Education.

A training officer of the Federal Board for Vocational Education will survey the patient desiring training, to determine the mental fitness to receive the

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training desired. The report of this survey will be sent to the medical officer in charge, who, having determined the physical condition of the patient by examination, and recorded the findings in the case history, will return the survey to the training officer, by indorsement, expressing an opinion as to the general character and daily hours of work the patient is believed to be capable of performing. If the patient is to undertake training, Form 1973–E will be completed and indorsed "To the Federal Board for Vocational Education," and sent to the training officer with the survey.

Form 1973–E will be completed as above directed and forwarded to the training officer on the 1st of each month thereafter, and no patient of a Public Health Service hospital may be given vocational training under the Federal Board for Vocational Education unless this form, properly completed and signed by the medical officer, for the current month is on file with the training officer having supervision of the training.

The training officer of the Federal Board for Vocational Education to whom the patient is assigned for training will enter the specific kinds of work in which the patient is engaged and the number of hours employed daily, on Form 1973–D and Form 1973–E. Form 1973–D will be returned to the medical officer on the last day of each month, as directed by instructions for the use of these forms.

Patients in Public Health Service Hospitals taking vocational training under the Federal Board for Vocational Education remain under the jurisdiction of the Public Health Service and while actually attending classes have the status of patients "on pass."

Each patient in a hospital of the service who is receiving vocational training under the Federal Board for Vocational Education, will be observed carefully each day, and if the physical or mental condition is in any way impaired by, or during the period of, such training, the training will be discontinued immediately and the training officer notified as to the cause and probable duration of the absence of the patient. The training will not be resumed until, in the opinion of the medical officer, the physical and mental condition of the patient is such as to justify continuance.

Respectfully,

RUPERT BLUE, *Surgeon General.*

Hospital Division Circular No. 41.

VOCATIONAL TRAINING IN THE HOSPITALS OF THE SERVICE.

TREASURY DEPARTMENT,
BUREAU OF THE PUBLIC HEALTH SERVICE,
Washington, March 6, 1920.

To medical officers in charge United States Public Health Service, and others concerned:

The Bureau of the Public Health Service and the Federal Board for Vocational Education have adopted a joint plan whereby beneficiaries of the Public Health Service, who are beneficiaries of the Federal Board, and whose mental and physical condition permits, may begin vocational training while in the hospitals of the service, in order that economic rehabilitation may go on simultaneously with physical restoration. In furtherance of this plan, under departmental authority dated December 22, 1919, medical officers in charge of stations of this service are authorized to assign space not required by the Public Health Service for school and shop purposes of the Federal Board for Vocational Education.

Authority to furnish quarters and subsistence for instructors of the Federal Board for Vocational Educational at stations of the service may be granted by the Surgeon General upon recommendation of the medical officer in charge. Such quarters will not exceed one room for each instructor and will be furnished without cost, if available and desired, but no allowance in lieu thereof may be granted. The instructors so furnished quarters may not exceed approximately 5 per cent of the number of patients taking training under the Federal Board for Vocational Education. The cost of subsistence, if furnished, will be reimbursed to the proper service appropriation according to regulations.

In accordance with the foregoing, the medical officers in charge will report as soon as practicable the amount of space which is available for the use of the Federal Board for Vocational Education. This space should be pleasant,

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well lighted, well ventilated, on the ground floor if possible, and equal to approximately 10 per cent of the bed space of the hospital.

The space assigned and the instruction therein will be considered separate and apart from all other activities of the hospital except that it will be under the general supervision of the medical officer in charge, and will be inspected and maintained, as is other Government property on the reservation.

As soon as these data are received the Federal Board for Vocational Education will be authorized by the Surgeon General to send representatives to such stations where conditions warrant to determine by survey the educational fitness of patients for training in the vocations desired. The medical officer in charge of the hospital will determine whether the physical and mental condition of the patient desiring training will permit such survey to be made or such training to be given the patient and otherwise comply with the instructions in Hospital Division Circular Letter No. 25, dated January 3, 1920.

The Federal Board for Vocational Education will furnish the necessary instructors and equipment. These instructors while teaching in the hospitals will be under the general administrative regulations of the Public Health Service and will, when requested, assist by advising in occupational therapy or in any way possible.

The training instituted by the Federal Board for Vocational Education is educational and vocational in character, and should not be confused with occupational therapy which is an activity of this service and consists of diversional occupations for curative purposes.

Patients will not be held in the hospitals of the service for training purposes after they are sufficiently recovered to warrant discharge.

Full cooperation between the officers and personnel of the service and the representative of the Federal Board for Vocational Education is desired as tending to promote the welfare of the patients and the morale of the station.

Respectfully,

J. C. PERRY,
Acting Surgeon General.

FOLLOW-UP OBSERVATION AND CARE OF BENEFICIARIES OF THE FEDERAL BOARD FOR VOCATIONAL EDUCATION.

TREASURY DEPARTMENT,
BUREAU OF PUBLIC HEALTH SERVICE.
Washington.

To commissioned officers, acting assistant surgeons, and others concerned:

1. In furtherance of the policy expressed in Hospital Division Circular No. 16, dated November 17, 1919, the district supervisors and their subordinate personnel shall be held to be the field medical representatives of the Federal Board for Vocational Education for the follow-up observation and medical care of beneficiaries of that board who are undergoing training or who, after discharge from hospital or other treatment as patients of the Public Health Service, are awaiting training and are in need of periodical advice and instruction concerning their disease, work, recreation, food, rest and sleep, in order to prevent relapse or recurrence of their disease or disability, as herein outlined.

2. In each district there will be a vocational medical officer who, with his subordinate personnel, will operate in the office of, and under the direction of the district supervisor for the purpose of carrying out the provisions of these instructions, and who will act in the capacity of liaison officer between the district supervisor and the district medical officer of the board. The chief medical officer of the board will recommend or nominate a suitable physician for this position.

3. District supervisors are authorized to nominate and place on duty full or part time acting assistant surgeons, and to request of this bureau a detail of such nurses, at training centers of the Federal Board for Vocational Education as may be necessary to perform this work. Letters of nomination of acting assistant surgeons should show the nature of the work to be performed and the approximate numbtr of beneficiaries of the Federal board undergoing training. The district supervisor will confer with the district medical officer of the Federal Board for Vocational Education, who will be expected to assist the district supervisor in securing medical officers and to advise as to the number required at cities and towns where the board has men in training. He will also advise the district supervisor of the probable amount and nature of the work

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to be done, on which the district supervisor can determine and recommend appropriate compensation. Medical officers so appointed, or already on duty for this work, will be considered as constituting relief stations of the Public Health Service, and they will be under the administrative control of the district supervisor.

4. The duties of medical officers appointed under this provision, or already on duty for this work, will consist of—

(*a*) The inspection and report of the working and living conditions of the students, and the supervision of the work of the nurses.

(*b*) The examination, at stated intervals, of all beneficiaries who have disabilities which render relapses or recurrences possible, and the rendering of reports on these examinations on forms issued by the board.

(*c*) The care and treatment of beneficiaries of the board undergoing vocational training, who report themselves sick to the proper Federal board officer, and are properly referred to the medical officer. This includes providing medical care for such beneficiaries in training as are taken sick at their homes only until other arrangements, such as placing patient in hospital, can be made. The procedure necessary for carrying out this provision will be arranged between the Federal board officer and the medical officer on duty at the training centers, subject to the approval of the district supervisor and the district medical officer.

(*d*) The examination, care, and treatment of other patients of the Public Health Service as may be necessary, complying with regulations and instructions governing same.

(*e*) The rendering of reports on all examinations, care, and treatment of beneficiaries of the Federal board and other patients of the Public Health Service on Forms 1971–E and F, as prescribed by Hospital Division Circular No. 20 and subsequent instructions relating thereto.

(*f*) The rendering of such other reports of all examinations made and the treatments given as shall be required by this bureau through the district supervisor. All reports shall be forwarded to the district supervisor, attention vocational medical officer.

5. A beneficiary in training may be entitled to examination, care, and treatment—

(*a*) As a claimant of the Bureau of War Risk Insurance, when the disease or disability was incurred in, or is incident to, military service, as stated in the war-risk insurance act, and when the provisions of this act have been complied with.

(*b*) As a beneficiary of the Federal Board for Vocational Education, when the disease or disability was not incurred in, or is not incident to, military service, nor is due to his own willful misconduct, under the regulations of the Federal board.

Medical officers will use reasonable care in determining the responsibility for any expense incident to the examination, care, and treatment, and forward such bills as are apparently chargeable to the Federal Board of Vocational Education, such as prescriptions, X-ray, ambulance, hospitalization, etc., to the district supervisor, attention vocational medical officer, without vouchering.

6. The district medical officer will furnish each month to the district supervisor a list of the men in training in each school or training station in his district compiled from statistical report of the board. The district medical officer will furnish to the medical officers on duty at training centers a brief of the medical history of each man needing follow-up observation, when so requested.

7. It is expected that unnecessary paper work will be omitted, and that district supervisors, district medical officers, and medical officers on duty at training centers will work together to see that reports are rendered on every man who needs observation, but that unnecessary reports will not be rendered on men who are not in need of observation. One report of physical examination will be made on each man in training on the prescribed form one month after training has commenced, or as soon thereafter as possible. Subsequent reports will be made at stated intervals only on men who have disabilities which render relapses or recurrences possible. All tuberculosis cases will be examined and reported on monthly. Other disabilities will be reported every 30, 60, or 90 days, as the case seems to require in the opinion of the medical officer or at the request of the district supervisor.

———— ————, *Surgeon General.*

(Thereupon, at 12 o'clock noon, the committee took a recess until 2 o'clock p. m.)

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AFTER RECESS.

The CHAIRMAN. The committee will please come to order.

TESTIMONY OF MR. SAMUEL N. QUILLIN.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. You may give your full name and you address to the stenographer.

Mr. QUILLIN. Samuel N. Quillin, temporary address, Ventosa Apartment, Washington; home address, Indianapolis, Ind.

The CHAIRMAN. Mr. Quillin, you are the auditor for the board, are you not?

Mr. QUILLIN. Yes, sir.

The CHAIRMAN. How long have you been there?

Mr. QUILLIN. My official relations began August 1, 1919.

The CHAIRMAN. That was after the rehabilitation work was entered upon?

Mr. QUILLIN. Yes, sir; that was after the passage of the last law.

The CHAIRMAN. You have been there ever since in the same position?

Mr. QUILLIN. Yes, sir.

The CHAIRMAN. There has been some question as to the payment of the bills of the board. Have you a statement of any sort to make?

Mr. QUILLIN. I can make a general statement.

The CHAIRMAN. It might be just as well for me to ask you some specific questions.

Mr. QUILLIN. Yes; I would be glad if you would.

The CHAIRMAN. There appeared before the committee a representative of the Columbia University and he stated he had difficulty in securing payment of the bills.

Mr. QUILLIN. I will confess I have never heard any of the testimony given here, because I have been busy in my particular line. I did not know that the Columbia University had made any specific charges, otherwise I could have brought their record card, and I can introduce that in evidence if it is desired by the committee.

The CHAIRMAN. I would like to have you do that.

EXHIBIT A.—*Vouchers received at central office, Federal Board for Vocational Education, Washington, D. C., in favor of Columbia University, New York, N. Y.*

Date received at central office.	Amount.	Paid.	Remarks.
Sept. 24, 1919	$95.00	Oct. 8, 1919	
Sept. 26, 1919	35.00	Dec. 3, 1919	
Oct. 2, 1919	.40	Oct. 31, 1919	
Do	11.60	Nov. 4, 1919	
Sept. 26, 1919	83.00	Dec. 16, 1919	
Oct. 3, 1919	468.00	Nov. 7, 1919	
Do	836.00	Jan. 13, 1920	
Oct. 8, 1919	35.00	Mar. 16, 1920	
Do	23.00	Mar. 22, 1920	
Oct. 10, 1919	3.00	Nov. 4, 1919	
Oct. 13, 1919	29.00	Jan. 3, 1920	
Oct. 25, 1919	30.25	Jan. 30, 1920	
Oct. 28, 1919	6.99	Dec. 1, 1919	
Do	7.30	Nov. 31, 1919	
Nov. 3, 1919	513.00	Dec. 16, 1919	

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EXHIBIT A.—*Vouchers received at central office, Federal Board for Vocational Education, Washington, D. C., in favor of Columbia University, New York, N. Y.*—Continued.

Date received at central office.	Amount.	Paid.	Remarks.
Nov. 11, 1919	$35.00	Dec. 16, 1919	
Do	18.15	Dec. 3, 1919	
Do	22.75	do	
Dec. 5, 1919	24.10	Mar. 23, 1920	
Do	5.00	Jan. 30, 1920	
Feb. 12, 1920	47.00	Mar. 10, 1920	
Do	31.60	Mar. 20, 1920	
Feb. 18, 1920	7,940.00	Mar. 16, 1920	
Mar. 23, 1920	1,388.00	Apr. 28, 1920	
Mar. 29, 1920	18.55		Voucher returned to New York district office Apr. 15, 1920, for completion.
Do	12.69		Voucher returned to New York district office Apr. 21, 1920, for completion.
Do	7.30		Voucher returned to New York district office Apr. 15, 1920, for completion.
Apr. 10, 1920	27.00		Held for contract.
Apr. 15, 1920	95.00	May 3, 1920	
Do	119.00	Apr. 27, 1920	
May 7, 1920	16,001.00		Passed to disbursing office for payment, May 18, 1920. Covers school year Sept. 1, 1919, to May 14, 1920.

This includes all vouchers received at central office in favor of Columbia University up to May 15, 1920.

EXHIBIT B.—*Vouchers received at central office, Federal Board for Vocational Education, Washington, D. C., in favor of Columbia University Extension Teaching, New York, N. Y.*

Date received at central office	Amount.	Paid.	Remarks.
Mar. 1, 1920	$134.00	Mar. 22, 1920	
Do	47.00	Mar. 15, 1920	

This includes all vouchers received at central office in favor of Columbia University Extension teaching up to May 18, 1920.

EXHIBIT C.—*Vouchers received at central office, Federal Board for Vocational Education, Washington, D. C., in favor of Columbia University Press Book Store, New York, N. Y.*

Date received at central office.	Amount.	Paid.	Remarks.
Sept. 25, 1919	$1.06	Oct. 22, 1919	
Oct. 4, 1919	.30	Oct. 18, 1919	
Do	1.12	Oct. 23, 1919	
Do	42.64	Oct. 22, 1919	
Do	7.16	Oct. 23, 1919	
Do	9.79	Oct. 22, 1919	
Do	2.32	Oct. 18, 1919	
Oct. 7, 1919	4.51	Oct. 22, 1919	
Do	50.29	do	
Oct. 10, 1919	89.92	Oct. 31, 1919	
Oct. 28, 1919	4.29	Nov. 21, 1919	
Nov. 6, 1919	10.44	Dec. 1, 1919	
Do	8.92	do	
Nov. 28, 1919	6.21	Jan. 8, 1920	
Do	44.60	Jan. 14, 1920	
Do	13.85	Apr. 3, 1920	
Dec. 5, 1919	3.87	Apr. 5, 1920	
Do	17.46		Voucher returned to New York district office Dec. 23, 1919, for completion.
Do	11.33	Jan. 8, 1920	
Dec. 9, 1919	47.05	Mar. 19, 1920	
Dec. 11, 1919	3.24	Mar. 22, 1920	
Do	2.53	do	

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EXHIBIT C.—*Vouchers received at central office, Federal Board for Vocational Education, Washington, D. C., in favor of Columbia University Press Book Store, New York, N. Y.*—Continued.

Date received at central office.	Amount.	Paid.	Remarks.
Jan. 29, 1920	$13.48	Mar. 22, 1920	
Mar. 1, 1920	3.61	.....do.....	
Mar. 20, 1920	54.35	Apr. 8, 1920	
Do	28.20	.....do.....	
Mar. 23, 1920	96.21	Mar 29, 1920	
Do	134.87	.....do.....	
Do	125.63	.....do.....	
Do	75.70	.....do.....	
Do	90.41	Mar. 30, 1920	
Mar. 25, 1920	3.40	May 3, 1920	
Mar. 27, 1920	2.25	Apr. 8, 1920	
Mar. 31, 1920	169.73	Apr. 10, 1920	
Do	746.20	May 7, 1920	
Apr. 15, 1920	1.25	May 4, 1920	
Apr. 16, 1920	693.83	May 6, 1920	
Do	31.74	May 3, 1920	
Dec. 9, 1919	350.56	Jan. 10, 1920	
Oct. 28, 1919	7.30	Nov. 21, 1919	
Do	6.99	Dec. 1, 1919	
Nov. 11, 1919	22.75	Dec. 3, 1919	
Do	18.15	.....do.....	
Oct. 3, 1919	836.00	Jan. 13, 1920	
Apr. 27, 1920	12.51	May 12, 1920	
Apr. 29, 1920	4.00	May 11, 1920	
May 8, 1920	12.26	.....	Voucher returned to New York district office May 15, 1920 for completion.
Do	19.78	.....	Do.

This includes all vouchers received in favor of Columbia University Press Book Store up to May 15, 1920.

Mr. QUILLIN. I will send that to you. There has been some considerable delay in the larger district offices up until we moved into our present quarters, which are over in Potomac Park; we moved there the 1st of February; before that there was some delay on account of the lack of room, lack of help, and all those things, but I did not know that the Columbia University was making any particular complaint.

The CHAIRMAN. The bursar of the university said that they had had some difficulty, and at that time there was, as I recall it, something like $11,000 unpaid, although I may be wrong as to the amount. Mr. Danielson, the bursar, said:

For the winter session they owe me approximately $15,600, and there were some disputed items, possibly $1,000 more. They paid $7,900 of that in February, since that statement was made. I believe that statement was $9,500 for the summer and winter session and $10,500 for the spring session, but that was not enough.

Mr. Sears asked this question:

This statement was made March 13?

Referring to a statement, I think, which was made by the New York Evening Post; and then Mr. Danielson said:

I hadn't our books written up at that time, and I have had them written up since.

Then Mr. Sears asked this question:

And you are now preparing this bill to send to them?
Mr. DANIELSON. I am.

It came out that Mr. Danielson had not presented the balance due up to the time that he appeared here, but he complained that he had

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been having trouble to collect the bills. Do you know anything about it and why such is the case?

Mr. QUILLIN. Not that specific case, without reference to the records. I do know this, that at the first of the calendar year there were a great many outstanding bills for which there were no vouchers in our office. I suggested to the Chief of the Rehabilitation Division that he send out a general letter asking them to send in their bills. That letter was sent out over the name of the chief, and in the latter part of January, and then in the first part of February we were flooded with bills from all over the country, from the institutions and dealers; and bills from Columbia University, of course, came in at that time. We moved on the 1st of February over to our new quarters, where we now have ample quarters, and we have just now got down to the lowest level, where we are running normal and taking care of the business; before that it was either on account of cramped quarters or because the bills were not submitted.

The CHAIRMAN. There is another condition that might give some explanation, and that is that all colleges collect their bills in advance; at least, all of them that I know do.

Mr. QUILLIN. They desire payment in advance; and, of course, we have trouble of that kind.

The CHAIRMAN. Under the law, could you pay in advance?

Mr. QUILLIN. No, sir; the service has to be rendered before we can pay.

The CHAIRMAN. That might account for the lapse of time. Do you pay by months after the service is rendered or for longer periods?

Mr. QUILLIN. Most of the contracts leave that to the educational institutions; it is either by the month, the term, or semester; they can select their method of billing us, but the service must have been rendered before we can pay for it. Right now we have a bill from the Columbia University—to-day is the 14th—their semester ends to-day, and we have had the bill for perhaps two weeks, but it was not ready to be passed for payment until to-day, because the service does not end until to-day.

The CHAIRMAN. So if there was any complaint by Columbia during the two weeks you have had the bill——

Mr. QUILLIN (interposing). It was because it was rendered in advance.

The CHAIRMAN. I would like to know, Mr. Quillin, if you can not pay in advance because of the limitation of the law, how you operate where it is paid after a month, two months, or three months? Does the law give you any leeway?

Mr. QUILLIN. After they have rendered a certain service, according to the contract, for a month or a term, it is payable then, of course.

The CHAIRMAN. It is the general law, is it?

Mr. QUILLIN. Yes, sir. The comptroller has held that payment in advance by the Federal Government is in bad repute.

The CHAIRMAN. You can not pay for longer than the time they have been in—is that what you mean?

Mr. QUILLIN. You can not pay in advance.

The CHAIRMAN. So you can not pay for a year's tuition after six months' service has been rendered?

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Mr. QUILLIN. No, sir. We did the best we could under the act in allowing colleges to bill by the month; they can bill every month and arrange it that way; after a student has been there a month they can render a bill and it can be paid, or they can render a bill by the term.

The CHAIRMAN. Our committee, in listening to Mr. Danielson, was under the impression that there must be some error, because the university would hardly make a complaint unless there was some ground for it. If it were just an individual, it might be explained.

Mr. QUILLIN. Mr. Danielson was under the impression that we could pay in advance; I did not know that until just recently. A letter came across my desk within the last two weeks in reference to this particular bill that I am speaking of that is waiting to be paid, and he said that some one connected with the board had told him that they could be paid in advance, and we wrote him and explained to him the situation.

The CHAIRMAN. Do you know anything about the bills presented by a Mr. Hartog, the head of a book store in New York, near the Columbia University?

Mr. QUILLIN. I think he is, perhaps, the manager of a cooperative book store.

The CHAIRMAN. I think so; the Columbia University Press bookstore.

Mr. QUILLIN. I do not know all the particulars about it but, as I remember, the gentleman was down in my office some six weeks or eight weeks ago about the matter of payment for some supplies.

The CHAIRMAN. Mr. Hartog states:

> The board owes us at this moment $3,233.38, of which $2,300 is overdue for about six months.

He also stated that he had difficulty in reaching any authority; that he had not been treated as it would appear a man ought to be treated who is in a business transaction.

Mr. QUILLIN. I know nothing about any complaint of that kind. For an institution of that kind, I will say that is not a large bill; they usually wait for 60 days before they bill it. We have a good deal of trouble from those bookstores in that they do not submit with their bills the authorization for the purchase and this institution, as I remember, had some trouble of that kind; they had not inclosed their authorization.

The CHAIRMAN. It has been testified by a man in the employ of the board that there were some disputed items.

Mr. QUILLIN. As I remember it we had something of that kind in this particular instance.

The CHAIRMAN. Would you be in a position to know of any lapse in payment, if such existed, any lapse in the payment of bills that are due—would you be in a position to know of it?

Mr. QUILLIN. You mean if the bills were held up?

The CHAIRMAN. Yes.

Mr. QUILLIN. Yes, sir; after they reach our office. We have a very complete system as far as the calendar movement of the bills, after they reach the central office, we have a department in my office which, in the language of the telephone people, we call the trouble

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shooting department; they do nothing else but look up complaints and check up behind the vouchers, auditors and examiners and trace and look for any slowing up in the flow of the vouchers; there are three people there who do nothing else but look after that.

The CHAIRMAN. Then if there was any complaint about unpaid bills would it reach your ear so that if there was any complaint we could get it from you or is there someone else that would have to be subpœnaed?

Mr. QUILLIN. We have set up in my department a complaint department and the minute a communication comes in it is referred to that department; the head of that department immediately looks through the records and sees where that bill is, gets behind it and ascertains what the trouble is. If it is trivial, of course, it is not referred to me except in connection with the batch of correspondence that is handed to me every day, which I see, but if it is anything of a serious nature he brings it to my attention.

The CHAIRMAN. Is it the rule to pay bills when they are presented?

Mr. QUILLIN. Oh, absolutely. The fact of the matter is that I am now proud of the record of the board as compared with other Federal institutions; that is, the way we are putting through our bills. That did not obtain, however, until we got quarters in which to operate.

The CHAIRMAN. We had testimony from witnesses that rather impressed the committee. One man stated that in making his visits to various institutions or schools where this work was going on he found universal complaint among the authorities on the question of the payment of the bills.

Mr. QUILLIN. I think that condition obtained early in the fiscal year. In the first place the institutions had not become accustomed to prompt billing; their bookkeeping departments would let it drag.

The CHAIRMAN. That statement, in the main, would be a correct statement?

Mr. QUILLIN. Yes. For that reason, as I say, we sent out that general letter in January of this year, in order to induce them to send in their bills. Some of the institutions were under the impression that they did not have to submit bills, that it was more like a pay roll; I have had some communications of that kind, saying that they did not know they had to submit bills, that they thought we sent them a warrant check without submitting a bill. They just got that impression in some way; they had not read their contracts, evidently, because the contracts plainly state that they shall submit bills monthly or quarterly.

The CHAIRMAN. You state that has been corrected now?

Mr. QUILLIN. Yes, sir. We have now a follow-up system; when we do not get a bill at the end of the month we notify them that the central office has not received their bills, but that has only been started since we moved over to Potomac Park; we started that last month, that complete follow-up system.

The CHAIRMAN. If you have any general statement to make I would be glad to have you either make it now or submit it to us in writing as a part of your testimony.

Mr. QUILLIN. The general statement about the payment of bills, I think, has been covered. When I came to the board the last of

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July—and I started on my official duties the 1st of August—the board was located over at the old Senate Office Building; they were congested there; there was not room enough to turn around, and they were trying to function in those cramped quarters.

The CHAIRMAN. Is that the old Maltby Building?

Mr. QUILLIN. Yes, sir. In the first part of September they moved to Convention Hall, which proved not large enough for our needs, and finally we were moved down to Potomac Park. We are now in good shape down there and are able to handle things, and as far as the bills are concerned, if they are put in in proper shape, I mean put in in legal shape, we do not have any trouble with them. Of course, a lot of these institutions, a number of these bookstores, a majority of the dealers, and people we are dealing with have never dealt with the Government before, and we have had a lot of trouble in getting them to put their vouchers and papers into legal form so that they will pass the Treasury auditors.

The CHAIRMAN. That is what they call the red tape.

Mr. QUILLIN. Yes. That, of course, we have no control over. The Auditor of the Treasury Department and the Comptroller of the Treasury have rules and regulations and there are statutes, all of which we must comply with. I have thought they have ruled a little strictly against us, especially since we are doing a pioneer work, there being no precedent of any kind to follow in rehabilitation matters; but, of course, we have to audit from the viewpoint of the Treasury Department, which has control of the fiscal regulations of the Government.

The CHAIRMAN. Do you see any way by which the red tape can be eliminated?

Mr. QUILLIN. As far as the old regulations governing the other Government institutions and departments are concerned, I think not; it would take some sort of a statute to put us in a special class.

The CHAIRMAN. Is that the basis for the statement that a Government contract is generally not a desirable contract?

Mr. QUILLIN. Yes, sir.

The CHAIRMAN. I do not know about it, but it would appear that a Government contract ought to be the best contract that could be written.

Mr. QUILLIN. It is: but there are so many safeguards thrown around the contract that they have, in the language of the street, leaned backward in order to protect the contract. Every decision rendered by the Comptroller of the Treasury naturally is on the side of the Government, which, of course, is necessary. If we are to be audited in the same light, of course, which is necessary under existing statutes and regulations, it naturally throws around us a lot of red tape that people with whom we deal and come in contact with think is unnecessary, especially from the fact that they have not been dealing with the Federal Government in the way of contracts.

The CHAIRMAN. An auditor or a comptroller has to be entirely colorless?

Mr. QUILLIN. Absolutely; you have to audit according to the rules, regulations, and decisions. That is one of the things the board has had to contend with—that is, these different regulations and statutes that were drawn years ago were to apply to the regular departments

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and institutions. In the matter of the payment of vouchers, I would just like to state that at the close of business Saturday night, May 8, we had on hand in the auditing section 877 vouchers. If they were all in legal form and ready to pass without being sent back or put in correspondence—I mean, if they could go through without anything of that kind and it meant simply the mere auditing of them, they could all be passed in a day and a half. That is because we have gotten our department in such good shape.

Some of those, however, will be in correspondence, as we call it, perhaps for three or four weeks, for the purpose of getting some technicality smoothed out in the way of what they call Government red tape. Our meal and lodging requests, that is, where a soldier is given a ticket entitling him to a meal or lodging, come in unvouchered; they come in ready for payment with the exception that we make an office voucher and pass them to the disbursing office; these all pass through the day received. I am glad to say I have had a good many letters of commendation from the banks, hotels, and restaurants all over the country saying that they approved the promptness with which we pay them and some of them even went so far as to say they had not received that good treatment from some of the other departments.

The CHAIRMAN. What evidence do you require before you will pay a claim? For instance, if there are claims coming from various sections for lodging it seems to me they would be claims that should be accompanied by satisfactory evidence.

Mr. QUILLIN. Yes. In the first place, it is drawn by the district officer and given to the student, I mean, to the trainee; he signs a receipt that he has received the meal or lodging and then the hotel or restaurant or whoever furnishes the meal or lodging sends it in directly to central office or sends it through a bank for collection.

The CHAIRMAN. I have an item here which I want to read:

> The official order of the United States for a low priced meal, issued to disabled ex-soldiers and sailors by the United States Vocational Board, is no good in several Boston downtown restaurants, it has been officially reported to that board and to the American Legion by holders of them, who have suffered some humiliation and hardship.

Do you know anything about a situation like that?

Mr. QUILLIN. Yes; I have been told by some of our district and field men that there are certain restaurants and hotels which are not familiar with the Government meal and lodging requests, and on account of the red tape, that do not accept them; also the situation was at one time so acute in Washington, on account of these meal and lodging requests being sent through the banks, that several of the banks in Washington returned them to their correspondent banks saying that there was delay in collecting them and they could not handle them as a cash collection. These, of course, have to be paid by voucher.

The CHAIRMAN. This statement goes on to say:

> The Government sends each out-of-town man his railroad ticket or fare, and during the examinations, etc., here, each is given a voucher for his noonday meal. It is said that all the restaurants were asked to honor them, given a sample, and that all who were asked agreed to the plan. During the past week, however, it is reported that several of the restaurants, the names were given the men, have declined to accept the vouchers.

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It would work quite a hardship on a soldier if he should be found there without sufficient money for his subsistence.

Mr. QUILLIN. I understand that in every place where these men assemble there are several restaurants and hotels that understand these requests and honor them. Of course, you could not go to any restaurant, the proprietor of which was not familiar with the procedure, and get a meal; it is a good deal like a personal check that some of us might draw; unless they were acquainted with us or knew something about it they would not cash it.

I have known this to happen, that a restaurant man might get one or two and he did not want to send them in to Washington for collection. All he had to do was to mail them in and we would mail a check, but he would take them down to his friend the banker on the corner, and the cashier or paying teller usually "fussed" about it and would say, "We do not like to handle them, they are so much trouble, for the reason that they have to be handled as an I. O. U. cash item in the cashier's drawer. He sends it on to the correspondent bank down to Washington, the Riggs Bank, for instance, or some of these larger banks, and they present it to us and we give them a check. We make a voucher and give them a check and then they return it to the first bank in question. If that should happen out in the Middle West some place it might be two or three weeks before it got back and that I. O. U. ticket is lying in the cashier's drawer all that time. He does not like that. He has to enter it every day as a cash item. If the bank examiner comes along he makes a note of it to the effect that the cashier has 75 cents or $1.50 ticket cash item for a Government meal request. The bank examiner writes in and wants to know if that is a legitimate charge against the board. Therefore, a lot of these smaller banks, scattered over the country, frown on paying them for that reason. That is something, of course, that we can not help.

The CHAIRMAN. What would a man who found himself in this position do in Boston, where would he go?

Mr. QUILLIN. There are any number of restaurants and hotels that will take them just the same as money. You can not drop into any place in Boston and get it, as I say.

The CHAIRMAN. Would the Boston office look after the matter if presented to it?

Mr. QUILLIN. Yes, sir; they have an arrangement made.

The CHAIRMAN. I can see how this would work an untold amount of not only inconvenience, but it might be suffering?

Mr. QUILLIN. Yes, sir.

The CHAIRMAN. At any rate, it would retard the very work that the board is trying to do?

Mr. QUILLIN. Yes, sir; and for that reason the meal and lodging requests never stay over night in our office, in order to make it as pleasant as we can for the boys and people who handle them.

The CHAIRMAN. This was as late as April?

Mr. QUILLIN. Yes, sir; but the district offices have told me that they have an arrangement with various hotels and restaurants in the various places where they know how to collect them, but you do run across some who do feel otherwise on account of the "red tape" as they call it.

The CHAIRMAN. That is all, Mr. Quillin.

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STATEMENT OF DR. E. O. LITTLE, DISTRICT MEDICAL OFFICER, DISTRICT NO. 7, CINCINNATI, OHIO.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Mr. Dallinger, Dr. Little is connected with the Cincinnati office; do you want to examine him?

Mr. DALLINGER. What is your connection with the Cincinnati office?

Dr. LITTLE. I am district medical officer, District No. 7, detailed from the Public Health Service.

Mr. DALLINGER. How long have you been in the Cincinnati office?

Dr. LITTLE. Since November 1, 1919.

Mr. DALLINGER. Since you have been there have you had enough doctors to conduct the examinations without causing the applicants to wait unduly?

Dr. LITTLE. I have.

Mr. DALLINGER. What on the average would be the time that an applicant for training at the Cincinnati office would have to wait for his examination?

Dr. LITTLE. I should say on the average not over from one to three hours, when they were required to wait, occasionally.

Mr. DALLINGER. That condition of affairs has prevailed since you have been in Cincinnati?

Dr. LITTLE. Yes, sir.

Mr. DALLINGER. Where is your office located in Cincinnati?

Dr. LITTLE. You mean the address?

Mr. DALLINGER. Yes, sir; whereabouts is the office?

Dr. LITTLE. In the Denton Building, corner of Race and Seventh Streets.

Mr. DALLINGER. Does the Public Health Bureau of the Treasury have an office in the same building?

Dr. LITTLE. They do not. The district office of the Public Health Service is on Fourth Street, practically at the corner of Fourth and Race Streets, three blocks away.

Mr. DALLINGER. Has the War Risk Insurance Bureau an office in Cincinnati?

Dr. LITTLE. Not to my knowledge. I think the War Risk Insurance Bureau has a representative in that section, but not especially assigned to Cincinnati.

Mr. DALLINGER. Do you know where his headquarters are?

Dr. LITTLE. I do not.

Mr. DALLINGER. You think that it would be an advantage to have the three departments in the same building like they are in New York and Philadelphia?

Dr. LITTLE. I think undoubtedly there would be a good deal of advantage in having the office of the district supervisor of the Public Health Service and Federal board and the Red Cross in the same building.

Mr. DALLINGER. Has any recommendation been made to that effect by anyone in Cincinnati?

Dr. LITTLE. I can not say positively, but I think such a recommendation has been made. In fact, I know that there have been several conferences between the three organizations, beginning about

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December, but at no time have they been able to find sufficient space to accommodate the three organizations in one building.

Mr. DALLINGER. Has the vocational board sufficient space, in your opinion?

Dr. LITTLE. They have, since the middle of February.

Mr. DALLINGER. What was the situation previous to the middle of January?

Dr. LITTLE. We were greatly overcrowded.

Mr. DALLINGER. As a result of that overcrowding was there some delay in acting on cases?

Dr. LITTLE. Well, I should say possibly some delay was caused by that overcrowded condition.

Mr. DALLINGER. How many medical officers are there in Cincinnati working for the Federal board?

Dr. LITTLE. I have six in Cincinnati and two outside of Cincinnati.

Mr. DALLINGER. Where are they located?

Dr. LITTLE. One in Cleveland and one in Indianapolis, in the branch offices.

Mr. DALLINGER. Has there been any complaint from those men that they did not have assistance; have they asked for additional help?

Dr. LITTLE. No; they have not.

Mr. DALLINGER. They have been able to take care of the boys they have examined without any undue delay?

Dr. LITTLE. Yes, sir.

Mr. DALLINGER. Have you heard of any complaints from any of the soldiers in the Cincinnati district of their treatment by employees of the vocational board?

Dr. LITTLE. I have not.

Mr. DALLINGER. Has there been any complaint in the way of letters from soldiers in leading newspapers there; have you seen anything of that kind?

Dr. LITTLE. No, sir.

Mr. DALLINGER. Do you know whether or not there has been any delay in acting on cases after the application has gone in and the boy has been examined?

Dr. LITTLE. Not more than I believe would be necessary from the volume of work and the size of the staff. I think that the cases are acted upon in a reasonable length of time.

Mr. DALLINGER. What would you call a reasonable length of time from the time the boy first makes his application?

Dr. LITTLE. Well, if the items in the case are complete, I should say within 10 days or 2 weeks.

Mr. DALLINGER. Your office has authority now to act in these cases without sending them to Washington?

Dr. LITTLE. Yes, sir. We have an appeal board and in a case where there is disagreement the case may be placed before this board of appeals which takes action.

Mr. DALLINGER. But, if the report of the medical staff is favorable, the boy's papers are properly filled out, and the district vocational officer there and his subordinates pass favorably upon the case, it does not have to come to Washington?

Dr. LITTLE. It does not.

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Mr. DALLINGER. You can put the boy right into training?

Dr. LITTLE. Yes, sir.

Mr. DALLINGER. You said that in 10 days to 2 weeks, do you mean that on an average or in some cases you are able to put the boy in sooner?

Dr. LITTLE. In a great many cases he may be placed in training the same day.

Mr. DALLINGER. Have you known of such cases?

Dr. LITTLE. Yes, sir.

Mr. DALLINGER. That is, the man would come in in the morning and make his application?

Dr. LITTLE. Yes, sir.

Mr. DALLINGER. For the first time?

Dr. LITTLE. Yes, sir.

Mr. DALLINGER. And where it was a perfectly obvious case and you had no difficulty in determining that he was entitled to compensation on account of his injury, you have put the case through in one day?

Dr. LITTLE. Yes, sir.

Mr. DALLINGER. And the boy has actually been placed in one day?

Dr. LITTLE. I have one case in mind where the man's papers were completed in less than two hours. In all cases where a man reports directly to the office, unless there is something exceptionally wrong he receives an answer before he leaves the office.

Mr. DALLINGER. I know that this is not in your line, being a representative from the Cincinnati office, and if you do not feel like answering from your knowledge of course you are at liberty to say so.

Dr. LITTLE. All right.

Mr. DALLINGER. I want to ask you if on the whole you think that the cases of disabled soldiers are being handled and the boys put in training with satisfaction to the boys themselves and to the community, so far as the Cincinnati office is concerned?

Dr. LITTLE. I think they are. I have heard of no complaints which I believed were just.

Mr. DALLINGER. You think that they have a sufficient staff of advisers and trainers, men in charge of the training department?

Dr. LITTLE. Well, I believe that the staff is insufficient.

Mr. DALLINGER. You think perhaps that there would be still less delay if there were more men?

Dr. LITTLE. Yes, sir; more men. Of course, this is not a thing that I can speak upon, because it is out of my line. I know it is true that it is difficult for them to secure men with experience along industrial lines to conduct the work pertaining to those fields.

Mr. DALLINGER. Is that due to the fact of the salary limitation?

Dr. LITTLE. It is undoubtedly due to the salary.

Mr. DALLINGER. What does your appeal board consist of?

Dr. LITTLE. The appeal board consists of the district vocational officer, the district medical officer, and the representative from the central office who is stationed in the district office.

Mr. DALLINGER. He is not a medical man, I suppose?

Dr. LITTLE. No. The district medical officer is the only medical representative on the board.

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Mr. DALLINGER. From your experience, would you say that there was any danger of the two laymen overriding the opinion of the medical officer?

Dr. LITTLE. No, sir.

Mr. DALLINGER. On the question of eligibility?

Dr. LITTLE. No, sir.

Mr. DALLINGER. What has been your experience with regard to the appeal board; you have been a member?

Dr. LITTLE. Yes, sir; I have been a member of the appeal board. I think never in any case has my medical opinion been overridden by the laymen.

Mr. DALLINGER. Do you see any objection to having the man who has refused the boy training in the first instance, and he has appealed, sit on the appeal board? I take it the district vocational officer is the man who, in the last instance, reviews the boy's training and passes upon the papers; there is an appeal made, as I understand, and he sits upon the appeal board, does he not?

Dr. LITTLE. The district vocational officer?

Mr. DALLINGER. Yes, sir.

Dr. LITTLE. I see the point.

Mr. DALLINGER. Suppose you have examined the boy a second time and have changed your mind, or something has developed in the boy's condition between the time of the first examination and the second, and you were satisfied that he was eligible, whether or not in such a case you have found the district vocational officer opinionated in any way and insisting upon his former decision, or whether he is open to conviction and willing to give the boy a fair determination upon the appeal?

Dr. LITTLE. There has been no difficulty of that sort in our office. The fact, as I say, is that the ruling of the medical officer is usually allowed to stand.

Mr. DALLINGER. Have you heard of any complaint from the boys in regard to their training after put in training or whether they have been satisfied?

Dr. LITTLE. I have heard no complaint with regard to training in general. The only complaint I have heard is where a man has tried out some particular line and returned to the office and says he is unable to carry on that line or does not take to the work and wishes to be entered in some other line of training.

Mr. DALLINGER. Has the district vocational officer always been willing to give the boy another chance?

Dr. LITTLE. There is always a conference held, and the man is given another trial. As many as four or five attempts have been made to satisfy the man.

Mr. DALLINGER. On the whole, you think the work of the Vocational Board has been well conducted, without any undue delay, in Cincinnati?

Dr. LITTLE. Yes, sir.

Mr. DALLINGER. I think that is all.

The CHAIRMAN. How is the morale of the Cincinnati office?

Dr. LITTLE. The morale is splendid.

The CHAIRMAN. Are you sufficiently well acquainted with the work of the D. V. O. there to speak from personal observation?

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Dr. LITTLE. Well, of course, I come in contact with all of the departments in the office. The D. V. O. has his office on another floor. We occupy the fifth and sixth floors, so that in a way we are separated, but I have a chance to observe the general——

The CHAIRMAN (interposing). If there were complaints, do you think that you would know of them?

Mr. LITTLE. May I ask, Complaints of what nature?

The CHAIRMAN. Complaints of delay or complaints of lack of sympathy for the soldier who might make application or complaints that they are not agreed as to policy, lack of teamwork; would you know of such complaints if there were any?

Dr. LITTLE. Certainly; anything pertaining to the soldier I believe I should hear of, because some member of the medical department comes in contact practically with every man who comes in the office.

The CHAIRMAN. If there was any friction in the office among the employees, would you know of it?

Dr. LITTLE. Not, I believe, to the extent that members of other sections would know.

The CHAIRMAN. Do you know of anything of that kind yourself?

Dr. LITTLE. I have never heard of any friction until within the last five or six days, and that particular case, from my own observation, it seems to be not a general affair at all, but simply friction between the D. V. O. and one or two of his subordinates.

The CHAIRMAN. Do you know Mr. Herbst?

Dr. LITTLE. Yes, sir.

The CHAIRMAN. Very well?

Dr. LITTLE. Very well; yes, sir.

The CHAIRMAN. How is the office getting along?

Dr. LITTLE. Splendidly.

The CHAIRMAN. I had some information from the office that leads me to think there is not entire teamwork there.

Dr. LITTLE. I believe that information, from my own observation of the work of the office, could hardly be substantiated. I have been in similar work for the past year, since my discharge from the Army, and I have been sent to three different assignments, and from the smoothness with which the work goes through, I do not believe I have been in an office where there seemed to be better cooperation or efficiency.

The CHAIRMAN. What were your assignments?

Dr. LITTLE. I was first assigned to the chief medical officer of the Bureau of War Risk Insurance and was here until October, and in October I was assigned to the central office of the board at Washington, and from there sent to the Cincinnati office.

The CHAIRMAN. What is the general attitude of the D. V. O. at Cincinnati toward the applicants themselves?

Dr. LITTLE. The applicants?

The CHAIRMAN. Yes, sir.

Dr. LITTLE. I should say that he is overlenient.

The CHAIRMAN. Can a man be overlenient with these cases?

Dr. LITTLE. Well, I do not know whether that would be the word to use or not, but we always attempt to give the man the benefit of the doubt; but there are cases which come up where there is no apparent handicap. While the man desires training and there is no doubt about the man's desire to go into the work of the Federal

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board, yet we can find from the medical examination that there is no apparent handicap, and I find that Mr. Herbst always leans toward the side of the man.

The CHAIRMAN. Toward children we frequently have to be cruel in order to be kind, but I do not believe that that can be applied to men who have seen service. It would not appear to me that that would be a proper attitude to take; I do not know. I have not had the kind of work which you have had to do.

In your judgment, is there any change that ought to be made in the Cincinnati office; that is, would you make any recommendation for the good of the work that should be acted upon?

Dr. LITTLE. No, sir.

The CHAIRMAN. Speaking not of that office, but speaking of the work generally, have you any recommendation to make?

Dr. LITTLE. I believe one thing at the present time that is interfering with the work of the board is its limitation on salaries.

The CHAIRMAN. That has come from almost every source. Is there anything else?

Dr. LITTLE. Aside from that, I have no recommendation. I believe that the present manner of grouping the cases into that two groups, the major and minor handicaps, is very desirable, and personally I am not in favor of offering all men section 2 training.

The CHAIRMAN. I am very much interested in your view of that. There has been a general recommendation that we eliminate section 3 and give section 2 to all. I have from the beginning had a little reserve on that matter from the fact that the man who has been severely wounded, although he has a better compensation given him, might not feel that the Government has done the right thing if we expend as much money on the one who has not been severely wounded. I do not know what we should do. I have not said anything about it here nor on the floor of the House, but I am greatly distressed on this bonus proposition on the same basis exactly. I would go to any limit for the wounded man, the crippled man, or even the man who, having gone, comes back to find that his place is gone and he has nothing now in which to fit. I would feel under obligation to go to the limit for those men.

I do not know whether we should do that for everyone or not. I have serious doubts about it. That is on the same basis as the elimination of section 3. I do not know what we should do to be absolutely square with the men and also with the Government. But that has been quite generally recommended and we are going to take it under consideration. Whether we will recommend it or not I can not say now, and what we ought to do, of course, I do not know.

Is there any other recommendation which you would make?

Dr. LITTLE. Nothing pertaining particularly to the Federal board.

I am heartily in favor of the opinion that was expressed here before as to the men now in the Public Health Service, in order to cover this work with the soldiers, that some arrangements be made whereby they could be taken into the regular service so that they would feel that they were on a permanent basis.

The CHAIRMAN. I think you will see at once that there is a prejudice that comes up against a statement of that kind in that it appears like a special pleading that one wants a place created to continue one

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who is already in the place. That is somewhat offensive, generally speaking.

What can you say that would eliminate the thought in the minds of members of the committee when you ask for the continuance of such a scheme as was suggested by Dr. McDill this morning, that it is special pleading for one's own position? I am brutally frank, and have to be.

Dr. LITTLE. I am not quite sure whether I get your viewpoint or not. This is the viewpoint of the reserve in the Public Health Service, as it is in the Army. A man is called into the reserves and receives the rank and pay of the corresponding rank of a regular officer. However, he is on a temporary basis, and, especially in the Medical Corps, it is undesirable to be on a temporary basis. You may be thrown out, and it will take months, of course, to establish yourself; while, if you are in the regular service, you receive your fogies and increased pay for the length of time you are in. As a result, the regulars of the same rank as the reserves are receiving much greater base pay than the reserves, and, in addition to this, they are sure of a retirement, which is worth considerable.

The CHAIRMAN. I think that is evident.

Dr. LITTLE. Those are the two main items.

The CHAIRMAN. That is a clear statement. Now, take the case of a physician: If he is away from his practice or from his clientele, giving his services to the Government, it might be a matter purely of patriotic duty, but if he is held temporarily and does not know how long or how short his service may be, he realizes that every month he is away he is losing his clientele, and if he stops suddenly and returns, he is likely to find that his service has been taken up by someone else, and he must start all over again. I can see that, of course.

Dr. LITTLE. I believe it is considered in the Army—if I am not mistaken they put out facts of this sort several years ago—that when a man is granted a commisison as first lieutenant in the Army he is sure at the time of retirement at the age of 60 of an income of two-thirds of his base pay. That is the best comparison that can be made.

The CHAIRMAN. Of course, that matter would go before the Military Affairs Committee, and we could not touch it here. We are very much obliged to you, Major, and you are excused.

TESTIMONY OF MR. CALVIN F. McINTOSH, REPRESENTATIVE OF AGRICULTURAL INTERESTS, FEDERAL BOARD FOR VOCATIONAL TRAINING.

(The witness was duly sworn by the chairman.)

The CHAIRMAN. Mr. McIntosh, you may make your statement first, and then the committee can examine you.

Mr. McINTOSH. Mr. Chairman, we stated in the beginning that it was our purpose to offer 15 or 16 service men from the districts of New York, Philadelphia, and Baltimore, who are taking training with the Federal board as witnesses in this investigation. I take it that the committee has subpœnaed those men, but only a few have been able to appear so far. Since the others are not here and probably

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will not be here until the investigation will have been closed, I want to suggest that the number we could offer is practically unlimited.

The CHAIRMAN. Let me make a statement for the record in that connection: We have subpœnaed six out of the list, taken at random, and two of them appeared. This morning I had a communication from our sergeant at arms stating that they had been unable to locate the others. They did locate two this morning, but I told them not to call them because we expected to close to-day.

Mr. MCINTOSH. I simply wanted it to appear that the board could, if it were pleased to do so, submit very large numbers of soldiers that would be glad to testify in its behalf.

Now, Mr. Chairman, Dr. Claxton, the Commissioner of Education, and who is a member of the standing committee, has just come in, and I think he wishes to make a short statement. Knowing that he has a conference on hand I will be glad to step aside and let him submit his statement.

The CHAIRMAN. The committee will be glad to have you do that.

TESTIMONY OF MR. PHILANDER P. CLAXTON, COMMISSIONER OF EDUCATION AND MEMBER OF THE FEDERAL BOARD FOR VOCATIONAL EDUCATION.

(The witness was duly sworn by the chairman.)

Mr. CLAXTON. Mr. Chairman, I have no prepared statement to make. By virtue of the fact that I am the Commissioner of Education, I am a member of the Vocational Education Board, and from the beginning have served as a member of the standing committee, which committee consists of three appointive members and the Commissioner of Education. That committee considers all, or practically all, matters of policy and carefully considers them and works them out. It considers whatever may be presented by the director or any of his subordinates, or whatever may be initiated by any one of the members of the standing committee. After disposing of the matter of passing on policies, those policies are recommended to the meeting of the board, or the full board, in which, of course, all members are of equal standing and equal responsibility. The three Cabinet members have less time to consider those matters because of their other functions, but sufficient time is always taken to give very careful consideration to whatever is presented. It has not been possible for me to attend all the meetings of the standing committee. The standing committee regularly meets once a month two or three days preceding the monthly meeting of the general board.

Since the rehabilitation work was taken over the standing committee meets more frequently. The minutes of the meetings are sent to me, and I have sometimes been present at those irregular meetings. Once or twice, or probably three times, in a year I have been unable to attend the regular meeting, because of my duties as Commissioner of Education calling me out of the city. I have been from the very beginning impressed with two things on the part of the standing committee and the board—their desire, first, to be as generous as possible with the young men who volunteered or who were selected by the process of the selective draft to serve their country in the arduous and dangerous tasks of soldiers. Two million of them were sent abroad. It has been the policy, and I know it has been the desire,

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of every member of the committee to interpret the law as generously as possible, and all of the regulations have been as generous as the letter and spirit of the law would permit. I have sometimes believed that perhaps we went a little further than the original intention of the law; but all law is finally made by interpretations, and this was intended to be interpreted as the conditions might demand. I am not sure whether you have had submitted to you here the regulations of the board, the resolutions that they have passed, and the policies adopted under which the directors and those under them must act.

The CHAIRMAN. I think, Doctor, they have not been.

Mr. CLAXTON. I think some of them have been submitted. I believe that nothing better could be given to you than such of those as are germane to the question at issue here.

The CHAIRMAN. We will be glad to have that done.

Mr. CLAXTON. Secondly, the board has tried to protect the people, and it is responsible for protecting the people of the United States, because it must live within the law. It can not go beyond what the law provides. I believe that the only limit, so far as I can remember, that has ever come up in any discussion is whether or not the law would permt that to be done. We have tried to interpret it as nearly as possible in the spirit of the Congress in enacting it, and to live within its provisions. There have been two or three times when the board has been hampered in its work, and I am not at all surprised that there have been criticisms of it. In fact, it would have been a very remarkable thing if there had not been rather severe criticisms of the work of this board, and the criticisms probably would have been equally severe if this work had been put upon any other agency in Washington or upon any other that you could create, because, as I think has been brought out, I believe, by Dr. Munroe in his statement—and his statement is the only one I had the opportunity of hearing, and I have not had time to read all the testimony that has been given here—as has been brought out here, it was a new thing in the world. Before this time, when men have gone to war, have served their country, and have returned, one of two things has been said to them: First, "You have served your country; it owes you everything; there is no concern on your part any more, but by some kind of bounty from the Treasury of the country you will be taken care of": or, on the other hand, "We are through with you; you have friends and relatives and your local government, and they will look after you. We have nothing more to do with you."

Then they would be put on the streets. Those have been the two extremes. Congress has very wisely, as the governments of some other countries have done, undertook or decided to say to those men, "You are men; you have served; you have been injured; we are not going to treat you as beggars and let you go on the streets; we are not going to carry you as though you were not men, and provide your living for the rest of your lives, but we are going to enable you to continue to be men. We are going to let you have an opportunity for an education and training that will enable you to make a living as other men do. That will cost a good deal now, but it will cost far less in the end, and you can continue your self-respect." I think that is about the wisest piece of legislation that Congress has ever passed—certainly the wisest in regard to soldiers, and I am delighted

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to know that it may continue for others who for some reason have been rendered unable to continue to function or to serve and make their living by their processes in the vocations they have known. Now, it was a new thing. Never before upon so large a scale had education of that kind been undertaken. I was in the meeting when it was first discussed. I think it has been brought out that I was chairman of a committee appointed at a meeting held by Surg. Gen. Gorgas. I was chairman of a committee appointed by that meeting to make out a certain plan and to discuss phases of the bill. I remember how much in the dark we were. There was no kind of precedent for us. We discussed the amount of money required, and the amounts we discussed ranged all the way from $1,000,000 to $10,000,000. Some of us thought that $10,000,000 was excessive, and that we might not need all of it to do the work. We finally, I think, decided on $2,000,000, and I believe that was in the bill.

The CHAIRMAN. That is right.

Mr. CLAXTON. We did not know what it would cost. At that time we thought chiefly of putting men in shops, and we did not think much of making schools for them, or of sending them to educational institutions. We thought that some of them might go into agricultural schools and that some might go into industrial schools of the high-school type in cities like Cleveland, Detroit, Chicago, and elsewhere. We did not think there would be very many. When the war ended we estimated that there would be about 10,000 or 15,000 that might apply to us. Those estimates were the best that we could get from any expert advisers, based upon the experience of other countries. As I said, we did not have in mind sending them then through college to get professional education. I remember a friend of mine who was interested in it and who came protesting against this going into the vocational education board, because he said that for the section in which he lived, the South, it was largely a matter of general agricultural education, and that some other agency at probably less cost might place them there to be prepared for certain kinds of things. He had given a good deal of thought to it. I mention those things to show you how little anybody in the world knew about it. Just at that time I was delegating certain persons to attend a conference on the rehabilitation of crippled soldiers in Europe, or an international conference there. It was held, and I think two meetings were held in Paris and one in London. I read the reports, and they were all new to me. I had never thought about it, or how to take a man who was accustomed to do something with one hand and teach him to do it with the other, or how to take a man who had been accustomed to do things in which locomotion was necessary, and who had lost his legs. We had an entirely new field. You may remember that we employed for a while, or a year altogether, one or more persons from Canada who had already had some experience with this work.

We were feeling our way. It turned out that the number of men was very much larger than the number we had in mind, and it also turned out that the structure of the law did not tend to expedite the matter, because we could not deal with these men at all until they had been certified by the War Risk Insurance Bureau, or until we had been notified by them that they were compensable, or

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that they were entitled to some kind of compensation because of the degree of the injury that they had received. We could not at first deal with them until they had left the hospitals. We tried to make some kind of arrangements by which our men might go into the hospitals and work out some kind of continuation work, so that the work begun at the hospitals might be taken up and continued when they got out of the hospitals. At that time the Surgeon General's Office was of the opinion that the work might best be done by them—that is, that they would take charge of it and continue it, and, if necessary, we would place the men out. We thought of it at that time as being a fairly quick job. We supposed that the men would need six or eight months' training, and that by that time they would be able to be placed. The hospital people, or the War Department, were not very willing for us to go into the hospitals. There seemed to be some reason for it. It did result in a majority of those patients being discharged before we could get at them at all. Then, the War Risk Insurance Bureau was rather far behind in making up its returns, and those men were dismissed from the hospitals and went home, and we had to find them then, catch them—"catch" is not the right word, but we had to find them and give them the opportunity and information about what was offered to them, and induce them to come back. At first, we thought that they would be dismissed from a dozen or two dozen discharge points, but it turned out that they were discharged from nearly 200 different places.

At that time we did not have money enough to employ agents to go to all the hospitals, even if we had been permitted to go there. That resulted in a good deal of confusion, and a good deal of delay. We had a large increase in correspondence, but it could not be avoided under the law. That prevented the board from doing the work as expeditiously as it might have been done. Just at the time the work was getting well under way, we found that our funds were exhausted. We appealed for an appropriation, and I think it was carried in a deficiency bill. An appropriation was made, but for not quite as much as we asked for, but, very unfortunately, a limitation was placed on the salaries to be paid the employees. The number that could be paid as much as $3,500 was limited, and the number that could be paid as much as $4,000 was still more limited That resulted in our having to discharge at a very critical time a large number of persons. At that time we had to take the men who were in the hospitals. I was present at the Sunday emergency call of the standing committee—I believe it was on Sunday—and we discussed the whole matter. We said that the only thing we could do would be to clear up those whose names we already had, rather than to load up our files with the names of those that probably, under those regulations, could not at any time soon be examined and have credentials sent them for entering training schools. I was present when a telegram was written notifying those persons that they would have to withdraw from the hospitals, and notifying certain other people that probably their salaries would be reduced. That came at a time when increases in salaries over the country were pretty rapid. Now, this is not primarily an important educational job, so far as the work is concerned, or not so much so as it is a

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matter of business to deal with. There are from 200,000 to 300,000 men, and we mean to put them all in training, but first we must examine them and examine their discharge papers, and it is a great business undertaking.

To do this kind of work, there are required men of certain definite business abilities, or abilities that demand large salaries in the business world. For that reason our work was for a little while held up. Congress very soon corrected it, and since that time I believe there has been very little cause for criticism. We are dealing with a human job; we are dealing with human beings; we are dealing with men who have returned from the war injured, nervous, some of them shell shocked, wounded, and in bad spirits. Some of them have been listening to the statements of people who are not always friendly to the Government, and they are not always in the best humor to respond. It is not like taking so many brick or so many pieces of wood and placing them about. You can not make them go into schools for training unless they want to. You have got to appeal to them. We have used moving pictures, and we have used the papers. At one time my attitude was that we were rather overdoing the matter of advertising this service by human-interest stories in order to get the attention of these men.

I believe that is about all, in a general way, that I have to say; and that all amounts to this, that the Federal Board for Vocational Education, made up of three gentlemen selected by the President and confirmed by the Senate, by three Cabinet members, and the Commissioner of Education, who is supposed to know something of the problems from the educational standpoint and who by law is the adviser of the board—as I say, it amounts to this, that that board has done the best it knew how. It has had to deal with a new problem and a difficult problem and a problem far larger than anybody supposed it would be when the armistice was signed. It is a very complex problem. It has dealt with it in a businesslike way and in a human way, so as to protect the United States, the people, and the Treasury of the United States on the one side and on the other side to give everything possible to every boy who could be persuaded to take it and who had the right to it.

There is one other statement I would like to make: Our work was made a little more complicated by the fact that the War Risk Insurance Bureau was rather far behind in reporting to us. It was made possible for us to pay the compensation directly to the men, rather than going through the War Risk Insurance Bureau, and that made it necessary at once to enlarge the accounting part of the staff.

There is one other statement I want to make, and that is to show the interest that the board had in the matter of trying to reach the men and to do the very best we could for them. The board itself undertook to persuade or induce other societies and agencies, other than Government agencies, to provide means for paying compensation to men whose rights to compensation were still in doubt, and I believe that the Knights of Columbus, the Red Cross, and the Elks responded.

There were three funds put at our disposal; and whenever a man came to us who had not yet been passed on by the War Risk Insurance Bureau, and there was no definiteness or certainty as to whether

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he would finally have a right to training under the law, we put him in school and compensated him; if it proved finally that he was a man entitled to compensation, then the War Risk Insurance Bureau paid him and this fund was paid back; if not, it was lost and went to him, although he was not legally entitled to it. There has been no instance, I believe, that has come directly to the board that it has not passed on after consideration in the interest of the men—and I have understood that that meant also the interest of the country.

Now, Mr. Chairman, one other general statement which I think I should make: This board acts as no other board. It is a board, constituted as it is, which can not be administrative; it is legislative; it is policy making; and it employs directors and agents with the funds given by Congress to execute its policies and carry them out. We have had the ablest men in this rehabilitation work that the salaries we were permitted to pay, or thought we could pay, would permit. During a portion of the time the amount we could pay has been limited. At first we put this in the hands of the director of the board, who was employed primarily for another purpose. When the board was organized this was not thought of—this piece of work—and we employed Dr. Prosser as the director of the board, paying him first, I think, $7,500 and then $10,000 as director under the vocational education act. When this work came on we continued him in the position of director of the board and had him divide his time between the two—that is, he became the director for both of these functions. We divided his salary, as we thought we had a perfect right to do, paying half of it from the rehabilitation fund and half of it from the vocational education fund.

If it had been according to the time given we probably would have paid 85 or 90 per cent of his salary from the rehabilitation fund and the other 10 or 15 per cent from the vocational education fund. We did that in regard to certain other officers that functioned for the two, and I have been informed that was legitimate and legal. When Dr. Prosser went I think I insisted—and I am sure it met the hearty approval of all the board and was unanimously voted—that we should not have one director for the two functions of the board, but two directors or assistant directors, as we call them, so we elected a man as assistant director under the vocational education act, the Smith-Hughes Act, and another man as assistant director—practically director—for the division of rehabilitation under the Smith-Sears Act, and you know the persons we have employed in that capacity. We first got a man who had won a reputation among school men as being an unusually good business man, Dr. Chandler, of Richmond, now president of the William and Mary College, and later he was followed by Mr. Lamkin, who was formerly superintendent of schools for the State of Missouri and who had won a reputation as an educator and as a man having business ability and had demonstrated that business ability to the members of the board—who knew him better than I knew him—in the work he had been doing in a secondary capacity on the board of education. I know that both of these men have administered the law as best they could under the conditions. The quickness with which we had to respond to certain things and the very rapid increase of the work has no doubt in some instances caused us to have, for a little while, more

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men in some particular line than we needed, while in others we probably did not have enough. We have had to feel our way, and sometimes we have probably had men selected who proved finally not to be able to do the work in the best possible way, but whenever we found such men they have been transferred to what they could best do or what we thought they could best do or they have been discharged and others put in their places.

I think, Mr. Chairman, there is no other general statement that I want to make, although I would be glad to reply to any questions.

The CHAIRMAN. We are very much obliged to you and are glad to have had your statement.

(Thereupon the committee adjourned, to meet Saturday, May 15, 1920, at 10 o'clock a. m.)

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COMMITEE ON EDUCATION,
HOUSE OF REPRESENTATIVES,
Saturday, May 15, 1920.

The committee this day met, Hon. Simeon D. Fess (chairman) presiding.

The CHAIRMAN. Mr. McIntosh, you may resume your statement, if you desire, now.

TESTIMONY OF MR. CALVIN F. McINTOSH, REPRESENTATIVE OF AGRICULTURAL INTERESTS, FEDERAL BOARD FOR VOCATIONAL TRAINING—Resumed.

Mr. MCINTOSH. I was about to say yesterday that all matters that have come before the committee in this investigation have been of interest to me, but, as a member of the board, I was very anxious that all phases of the work be looked into and that a real exposition of what was going on might be had. We made no attempt anywhere through this investigation to specially sort out witnesses and try to make a case for the board. We have taken representatives from the various divisions and sections of the work and put them before the committee, that every department and every phase of the work might be inquired into.

Of course, it goes without saying that I was very much pleased in every instance where the witness could testify to the good work of the board, but I was interested as well in any adverse criticism that was developed anywhere along the line.

In looking over the 27 charges brought by the New York Post, through Mr. Littledale, I have tried to group them, with an endeavor to seeing just how many distinct charges were brought against the board.

The 27 instances here are well grouped under six headings, the greatest number falling under the first two.

The first charge is lack of interest or unfriendly attitude on the part of the board toward the soldier; the second charge is inefficiency; the third heading is the weakness of the law; the fourth heading, extravagance on the part of the board; the fifth, disregard of the civil service; and the sixth, the unlawful paying of double salaries.

Now, going back to the first charge under the first heading, lack of interest or unfriendly attitude on the part of the board toward the soldier, you find these numbers, 1, 2, 5, 8, 13, 18, 22, 24, 25, 26, and 27.

Under the inefficiency charge, or the general heading of inefficiency, would fall numbers of the 27 charges, as follows: 2, 4, 6, 7, 11, 14, 15, 16, 17, 19, 20, 21, and 23.

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Some of these charges will be found under two headings, because the content of them is such as to reflect with respect to both, and in those instances I have placed them under the two.

The third charge—the geenral heading—weakness of the law, is not a charge against the board. That is a charge or a citation for the committee's consideration, but that is not anything that this board needs to defend. No. 3 is under that. It charges that the law is weak. I am going to say, however, that the citation under that, that the presence on the board of Cabinet members is awe inspiring to the lay members of the board, that is a mistake; I do not think that there is anything in the official position or in the personality of those gentlemen, nor in their attitude, that would inspire awe or would cause the members of the standing committee to fail to act or react perfectly independent of any feeling of embarrassment in their presence.

The CHAIRMAN. Do you feel that you have the sense of the same position with the ex officio members.

Mr. MCINTOSH. We appreciate the dignity of the positions that those gentlemen occupy, but we know, on the other hand, that we know a great deal more about the details of this job than any of them does—this particular job—I do not mean in a general way, vocational education and the need of the soldier, but this particular job we know that we are in ever present contact with the general policies and with the details in carrying those policies out.

The CHAIRMAN. When the seven are in a meeting, are they all on an equality as to voting power?

Mr. MCINTOSH. Yes, sir.

The CHAIRMAN. They are all on an equality also in that they are appointed by the President and confirmed by the Senate?

Mr. MCINTOSH. Yes, sir.

The CHAIRMAN. But not on an equality as to salary?

Mr. MCINTOSH. No, sir.

The CHAIRMAN. I would not expect you to offer any criticism along this line—I think it would be a little delicate, but I am frank to say that I opposed that provision. I sat on the commission appointed by the President, as you probably recall, that formulated the Smith-Hughes Act. There was a persistent demand to have agriculture, commerce, and labor, which would have to deal with this education—a very persistent desire to have those represented officially on this board, and it seemed that the argument for having members of the Cabinet was too hard to resist. I thought from the beginning that that was a mistake and urged it, but was voted down.

Now, while I am interested, I would not expect to ask you to frankly offer any criticism; I do not think that would be in place, and yet I have been wondering whether it is a workable organization.

Mr. MCINTOSH. It has not been entirely a workable plan, for the reason that such heavy demands are made upon the time of the Cabinet members that in many instances they have engagements away from town and at other times they have very important engagements here at their departments, but it would be entirely unfair and unjust to say that we have not received much valuable service;

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we have. We avail ourselves of the advice and counsel of these men, and it has stood is well in hand.

The CHAIRMAN. Is it or is it not true that the standing committee really does the work of this board?

Mr. MCINTOSH. That is true; the bulk of the business of this board.

The CHAIRMAN. The point is whether the standing committee would be embarrassed in the administration either by commission or omission or any other relation?

Mr. MCINTOSH. We are not embarrassed in any way by the fact that we have on this board these executive heads.

The CHAIRMAN. In other words, if you have a problem pressing, would you be embarrassed—this regular board does not meet more than once a month, I think?

Mr. MCINTOSH. Yes, sir; it meets regularly once a month.

The CHAIRMAN. Would you feel any embarrassment on that score or would you go right ahead without waiting for the conference of the full board on rehabilitation work?

Mr. MCINTOSH. We do that very thing. Furthermore, if important matters develop, involving a question of policy which the standing committee does not feel like acting upon independently, the cabinet members of the board and the commissioner of education, who also is a member of the standing committee, afford an unobstructed pathway to their departments for the standing committee, and we feel free to go to them at any time between board meetings and do do it. .

The charge of extravagance is the fourth heading and under that falls the ninth charge of the 27, and there is cited the contract for the New York office, the space. I do not care to go into that, because it would be a useless repetition, and I think the decision of the engineer of the Treasury Department and other documents that have been submitted with respect to that proposition are entirely sufficient. I am going to pass it.

I am going to take up at this time the Boland School proposition, because that afterward developed and comes in and would logically fall under the heading of extravagance.

The Boland School is but a sample of what this country will see many of if we can not get relief by the enactment of some such law as the Kahn bill, whereby we may get the cantonments, hospitals, soldiers' homes, and such Government quarters as we can make into training institutions.

I have here what I think the committee would be interested in, the number of teachers and the salaries of the teachers at the Boland School. Mr. Boland was on the stand and gave his testimony. There are 30 teachers here. Shall I read, Mr. Chairman, the salaries that they get per month?

The CHAIRMAN. I think that would be important.

Mr. ROBSION. And give the committee any information as to when they were put on salary?

Mr. MCINTOSH. Let me read a letter from Mr. Boland in reference to an inquiry from Mr. Hamilton. This letter is an answer to a letter which was sent to him since this inquiry was opened:

I have just received your letter of the 26th in which you ask for certain information regarding the cost of operating the Allegheny Vocational School. I do not, in any way, consider that you are prying or trying to pry into my private

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affairs, but rather feel that it is a privilege to have the opportunity of supplying you with this information.

Inclosed you will find a complete list of the teachers and other help employed, together with their salaries at the Allegheny Vocational School at the present time.

The CHAIRMAN. To whom is that letter addressed?

Mr. MCINTOSH. To Mr. Hamilton, the head of the training section.

The CHAIRMAN. So that it is really an official letter.

Mr. MCINTOSH. Yes, sir. The letter continues:

Beginning with May 15 I will have an additional teacher, which will make 30 in all. This new teacher will have charge of a class in machine design and his salary is to be $275 per month.

The average monthly expenditure for certain major items is as follows:

Heating for the two buildings this winter	$270
Repairs and alterations, two buildings	430
Repairs to heating, ventilating, and plumbing	230
Equipment and installation of machinery	1,100
General equipment, general tools	312
Power and light	75
Interest and taxes on first investment	75
Office supplies, telephone, postage, etc	100

It is difficult to estimate supplies on the above basis, but supplies other than those furnished by the Federal board are averaging slightly less than $7 per month, per man, or a total for March of approximately $3,500.

I should be glad to answer your questions with regard to my income as compared to my previous salary received from the Pittsburgh public schools were it not for the inference that such income would not be greater than my previous salary. It is obviously unfair to compare an income realized from a business enterprise involving capital outlay and financial risk with a salary received by a public-school teacher.

I will say, however, that had I remained with the Pittsburgh schools my salary at the present time would have been $4,000 per year. For upward of two years I have been able to carry work, outside of my school duties, which has netted me at least $1,500 additional.

It may be pertinent to advise you that at the time I took up the work with the Federal board, I was offered a $5,000 position with the committee on education and special training at Washington, D. C.

The CHAIRMAN. Is that committee on education and special training a division of the Federal board?

Mr. MCINTOSH. I do not think so. I am not advised on that, but I do not think so. The letter continues:

You have also asked me regarding the rent of buildings. The first building is costing $5,000 for this year, but will cost $6,000 for the 12 months to follow July 1, 1920. Further alterations and repairs to the building, together with additional equipment, will be needed, and I am planning on spending an average of not less than $1,500 a month for this item.

For the months of July and August for my work at the Schenley High School I made absolutely no money, not even a salary for myself. For the months September to December, inclusive, my income for personal expenses came almost wholly from other sources than the Federal board. For the month of January, February, and March I have been taking all of my personal expenses out of the income received from the Federal board.

I do not wish to intimate that this is all the benefit I have received for my work for the Federal board, since the greater of what might be termed my income has been put into the improvement of the school buildings and equipment.

If I have not succeeded in giving you all the information you desire, I trust that you will advise me further.

Very truly, yours,

F. W. BOLAND.

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Now, this is a list of the teachers. I have not the dates when they began work:

Teacher list, with subject of instruction and salary.

Ashley, W. E., cabinetmaking	$200
Baker, A. E., machine shop	225
Bentley, Jessie S., Americanization and common-school subjects	175
Elliott, Fred, electrical work	200
Ellwood, Nellie E., Americanization and common-school subjects	175
Finnegan, Anna C., English and arithmetic	175
Fleming, J. W., shop mathematics and trigonometry	325
Frank, Paul, mathematics	200
Fyfe, G. G., sheet-metal work	200
Griffith, O. C., English	200
Jones, H. M., carpentry	185
Kernott, R. L., mathematics, civics	225
Holbrook, Mr., half-time placement man	150
Leslie, Frank, shop account keeping	225
Lowrey, Sarah L., Americanization and common-school subjects	200
Lynch, M. J., shoe shop	185
McKeon, John A., electrical work	240
McKernahan, W. L., mathematics	175
Martine, Stanley, electrical work	300
Morris, Howard, mechanical drawing	225
Oxley, L. F., machine shop, millwright	140
Rockwell, L. D., mechanical drawing	225
Salt, H. R., elementary bookkeeping	225
Snyder, Mrs. V. V., English	165
Sweeney, J. A., storage-battery work	185
Witt, Ruth O., mathematics and English	175
Zehfuss, Harry C., mechanical drawing	225
Dimmick, E. A., structural layout	240
Vogt, A. H., machine shop	225
Sproutt, W. J., electrical	175

This makes a total of salary expenses for the month of $6,115. He further submits his average monthly expenses for office and office help as $550; for janitors, $325; for rent, $416; for rent again, $170, and for engineer $175, totaling $1,636, which, added to the salaries for teachers of $6,115, makes a total of $7,751.

Mr. ROBSION. For what month is that?

Mr. MCINTOSH. That was submitted on April 29 to Mr. Hamilton. It says, "Beginning with May 15." Figuring the contract that he has with the board, $35 on the basis of 150, and $30 for the number in excess of that, and on the 500-student basis that he claims that he has now, he would draw $189,000 from the Federal board for the year on that basis. The expense, as he has it figured out here for the teachers, etc., $7,751, with an average alteration and equipment expense of $1,500 per month and an average monthly expense for supplies for boys of $3,500, would make a monthly outlay of $12,750, and for 12 months that would be $153,000. With the other item added here that he provides of $31,104 would make the total current expenses for the year $184,104. That would show a profit of something like four or five thousand dollars. Now, Mr. Chairman, I wish to submit that it would look on its face as if a contract of this sort by the Federal board for anybody to establish a school would be a sort of loose proposition, and that the Federal board ought to protect the Government with a contract on some accounting basis, but that is impracticable. If we were to establish contracts with those schools

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on an accounting basis, it would tend toward the cost-plus idea, and would involve us in endless trouble. It would require an auditing each month by our board of the expense of the institution, and of all the things that happened that pertained to the contracts or payments, and would cause endless delay and increase the criticism against the board for nonpayments. So I feel this way about that: I feel that this man has a good contract, and I feel that he is going to make——

The CHAIRMAN (interposing). What do you mean by a good contract?

Mr. MCINTOSH. For himself. I feel that he has a very liberal contract as far as his interest is concerned; but at the time that contract was let—and I remember it quite well—there was an urgent need for this sort of an institution to place these boys in. The committee went over various propositions time and time again. Dr. Prosser at that time was director for the Federal board, and not knowing the limits or the numbers that would be there, we figured on a 150 guaranty, or that that would be a reasonable proposition.

The CHAIRMAN. You had to do that in order to get the institution started?

Mr. MCINTOSH. Yes, sir.

The CHAIRMAN. Had you thought of fixing a maximum profit above which they would not be allowed to go?

Mr. MCINTOSH. Yes, sir; and thinking of that now and as we see the necessity for these institutions multiply, we are working with a view of getting some sort of contract that would be both fair to the Government, to the institution or school, and to the board.

The CHAIRMAN. I think that that seems to be the drift everywhere in the country—that the fair thing is to secure a reasonable profit, but that there ought to be a limit beyond which they can not go for fear you might induce the profiteering elements in it. I can understand clearly, Mr. McIntosh, that if this man had not succeeded there would have not have been any complaint about it, but as he has succeeded, that furnishes ground for complaint, which could have been avoided if there had been a maximum profit fixed.

Mr. MCINTOSH. I want the committee to get this viewpoint, if possible——

Mr. TOWNER (interposing). Just one suggestion: This contract expires on the 1st of July.

Mr. MCINTOSH. Yes, sir.

Mr. TOWNER. And he has offered to renew it upon the same terms?

Mr. MCINTOSH. Yes, sir.

Mr. TOWNER. You have not, however, agreed to that?

Mr. MCINTOSH. Not yet.

Mr. TOWNER. You are, of course, expecting to renew it upon such terms as will guard the Government and protect the board from further criticism.

Mr. MCINTOSH. Yes, sir.

Mr. TOWNER. I presume you would feel regarding the present contract, under the present circumstances, which, of course, could not have been foreseen, but which you know now—I presume you feel that this contract, if continued, would hardly be a fair one to the Government?

Mr. MCINTOSH. I feel that way about it.

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Mr. TOWNER. You have stated, and other witnesses and representatives of the board have stated, that Mr. Boland is an honorable, high-class man.

Mr. MCINTOSH. Yes, sir.

Mr. TOWNER. That being true, there ought not to be any difficulty in your making an arrangement with Mr. Boland that would be perfectly fair to him and fair also to the board and to the boys whom you represent?

Mr. MCINTOSH. I do not think there will be any difficulty. We have investigated Mr. Boland far enough to have testimonals with respect to him from the Pittsburgh school authorities and from the Red Cross, both giving him the highest sort of recommendation, I will be glad to submit copies of those if the committee desires it.

Mr. TOWNER. I do not think the committee will desire that.

Mr. MCINTOSH. I have here the monthly allowances of other schools in that neighborhood, or up the North Atlantic coast and the eastern part of the country, but I think that was submitted by some former witness, perhaps by Dr. Munroe. That goes to show that the allowance made to Mr. Boland has not been out of line with others, or not greatly above. It is a little in excess, but not greatly out of line with the per capita payments to other established institutions. If you would like to have that, I will give it, but I think it has already been submitted.

Mr. TOWNER. Not if it is already in the record.

Mr. MCINTOSH. The fifth general heading—I am trying to get rid of those that are of less importance—the fifth general heading is the disregard of civil-service rules. That I do not think is a charge against the board. I think that is a charge against the Civil Service Commission, and all that I care to say about it is that our relations with the Civil Service Commission are of the friendliest. They have not criticized us. I go over there occasionally and have meetings with them, and at no time have I been informed by them that we were infringing or taking undue authority.

The CHAIRMAN. Your statement might be misinterpreted. We might interpret your statement there wrongly as meaning that your relationship is cordial because you have not been criticized. That would not mean that a citicism would disturb your relationship with them, would it?

Mr. MCINTOSH. I do not just get that.

The CHAIRMAN. What I mean is that if in governmental matters one department should offer a criticism of another, that would not disturb their relations?

Mr. MCINTOSH. No, sir; that was not the idea. As to the double salary charge, that has been answered by the decision of the Comptroller of the Treasury, so I think I will not refer to that, unless some member——

Mr. TOWNER (interposing). Just in order to make that perfectly clear, the double salary charge was what was referred to by Mr. Munroe as splitting salaries?

Mr. MCINTOSH. Yes, sir.

Mr. TOWNER. But not increasing the amount in any case.

Mr. MCINTOSH. No, sir.

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Mr. TOWNER. So that the only difference between the situation before the rehabilitation work was added to the other work of the vocational board was that the payment of the salaries of those who were acting in both capacities was made partly from one fund and partly from another, and that you say, as I understand it, was submitted to the Comptroller of the Treasury Department and was by him approved?

Mr. MCINTOSH. Yes, sir.

Mr. TOWNER. And the auditor also approved that?

Mr. MCINTOSH. Yes, sir.

Mr. TOWNER. So that the Treasury officials in paying these amounts understood the arrangement and have approved it?

Mr. MCINTOSH. Yes, sir.

The CHAIRMAN. The auditor who was on the stand yesterday made a complete explanation of that.

Mr. MCINTOSH. Now, I am going back to the two chief charges, under the headings one and two, under which fall the greater part of the 27 charges made by Mr. Littledale, the first general charge being a lack of interest and unfriendly attitude on the part of the board toward the soldiers. I shall not spend much time with this one, because I think that that is not generally believed. I think that the actions of the board from the beginning up to the present time——

Mr. TOWNER (interposing). Will you pardon me right there?

Mr. MCINTOSH. Yes, sir.

Mr. TOWNER. I am afraid that you have in your mind the thought that it is not believed by those who know all the facts. I think you would be hardly justified in saying that it is not quite generally believed. I am afraid that it is. Do you read the soldiers' papers?

Mr. MCINTOSH. Yes, sir.

Mr. TOWNER. Have you noticed the constant unfriendly tone and attitude toward the board on the part of those soldiers' papers?

Mr. MCINTOSH. Yes, sir.

Mr. TOWNER. Have you read the instances that they related and the soldiers' letters that they published in which the soldiers bitterly complained of the action of the Federal board toward them?

Mr. MCINTOSH. Many of them.

Mr. TOWNER. Do you realize that it is probable in many cases that these are the sole sources of information that these men have? I mean the soldiers in the service or the men who are reading the soldiers' papers.

Mr. MCINTOSH. Well, I had not thought that that was really the sole source of information.

Mr. TOWNER. What other source of information would they have? They are getting this constantly, and they are not getting anything from you to deny it. What other source of information could they have?

Mr. MCINTOSH. I think that there has been since the war closed correspondence kept up pretty generally between the boys that formed friendships in the war, and that the things that are being done are being conveyed in that way. Then, we have had a great deal of information with respect to the work that the board is doing published in papers over the country, particularly in the local papers, and I had thought that most of the boys would come across some of that matter.

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Mr. TOWNER. I do not know what the experience of other men in Congress has been, but I have received repeatedly extracts from papers giving instances of unfriendly treatment that the boys have sent to me. I have had repeated letters from not only my own district and not only my own State but from other parts of the United States, in which bitter complaints were made about the treatment of the boys by the board, but I have never had any that have been friendly or defensive of the actions of the board.

Mr. MCINTOSH. Let me say——

Mr. TOWNER (interposing). Now, please wait one moment. I do not want you to misunderstand my attitude, but I am calling your attention to this for the purpose of raising in your mind, if I may, the question of whether you are justified in your statement just made that you think that the people generally, or the public, or the soldiers, do not think that the attitude of the board toward the soldiers has been unfriendly. I am afraid that that has been the attitude or belief of the public regarding those matters; so that I do not think you should hesitate to say now everything that you can say on that subject, because I think it is due to your own board and those who serve in it that you should make as full and complete statements regarding those matters as possible.

Mr. MCINTOSH. I thank you for that suggestion, Judge.

The CHAIRMAN. Let me make this additional remark, Mr. McIntosh.

Mr. MCINTOSH. Certainly.

The CHAIRMAN. I think, aside from what Judge Towner has said to justify our belief, that this is quite important, and we fear that the general opinion throughout the country is that the board has not met the requirements of the law, and the strongest possible evidence of that is the numerous editorials that have been appearing in all sorts of papers. For example, I have here an editorial written out at my home, where there would be friendliness felt toward the board, I am sure; yet this editorial makes a criticism of the board that is exceedingly severe, as follows:

> But evidence is multiplying that the vocational training law is poorly administered. There is too much red tape, too many formalities, delays, disappointments, and disheartening experiences. Not enough of the disabled men are being trained. The law authorizing the training was passed without delay. The machinery provided has not been effectively employed. It is extremely difficult to escape the conclusion that the administration of the law has been very much of a failure.
>
> Those who are wrecking the administration of the law should be displaced. Those who sense the importance of the work should be put in charge.

That is a very severe indictment, coming from a very high-grade organ in Ohio. Therefore, I think Judge Towner is correct, and that there is a necessity for clearing up that situation if it does not exist.

Mr. MCINTOSH. I had thought that those letters that you mentioned as receiving and the editorials, or some of them, at least, that might be written with respect to this work were written after having seen, for instance, the attacks that the New York Post made, or something of that sort; but I am willing to take that viewpoint and deal with it on the assumption that there is a widespread feeling that the board is unfriendly, and shall cite now some things that will refute that.

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The rulings of the board—and I think you have had numbers of them submitted—have been uniformly on the basis of giving the doubt to the soldier. I do not think there is an exception to that.

The CHAIRMAN. Of course, the hard-boiled order is very much of an exception.

Mr. MCINTOSH. That, of course, we disapprove in toto; it was no part of the boards action, but we are obliged to assume responsibility for anything that happens.

The CHAIRMAN. What is the evidence, Mr. McIntosh, that you are disapproving of that order?

Mr. MCINTOSH. Well, one of the evidences is that I told the author of that order that he should put his resignation in the hands of the Standing Committee.

The CHAIRMAN. That is a complete answer.

Mr. MCINTOSH. This may be repeating something that has been already given, but we were not obliged, under the law, to pay the soldiers twice a month; other Government bureaus pay once a month, but we saw that that would be a friendly act, that that would answer a need and we readily took on double work with respect to that one function and paid the soldiers twice a month. If we had been unfriendly, in fact, if we had not been friendly, particularly friendly, that sort of a ruling could never have gotten by the board. We should not have gone out of our way to encourage benevolent institutions and fraternal institutions to put up a loan fund or a rotating fund to relieve the emergencies and the needs of these soldiers if we had not been friendly, markedly so. So, recently, when the Elks' fund for meeting the emergency needs of the soldiers was about to be withdrawn, the members of the board took the matter up with the Elks' war relief commission and insisted that they extend that favor, that help, to the soldiers at least for another year and not to withdraw it.

The CHAIRMAN. Do you recommend that Congress provide a revolving fund?

Mr. MCINTOSH. I do.

The CHAIRMAN. How much should that fund be?

Mr. MCINTOSH. If Congress proposes to take over——

The CHAIRMAN (interposing). And eliminating section 3?

Mr. MCINTOSH. I want to come to that later; I want to speak upon that particular point.

The CHAIRMAN. I wish you would answer my particular question.

Mr. MCINTOSH. For meeting the emergency needs of the soldiers I think nothing less than half a million dollars would do the work.

The CHAIRMAN. Are you making that statement upon facts that you have in your possession?

Mr. MCINTOSH. Well, we have $200,000 as a loan fund or rotating fund.

The CHAIRMAN. Why should it be increased?

Mr. MCINTOSH. And we have $75,000 from the Red Cross.

The CHAIRMAN. That is only $275,000.

Mr. MCINTOSH. I know, but those funds are working overtime. I am told that the Red Cross fund has gone——

The CHAIRMAN (interposing). Will you submit, Mr. McIntosh, a carefully prepared statement on that?

Mr. MCINTOSH. I shall be glad to do so.

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The CHAIRMAN. Because it is one of the things we are considering.

Mr. MCINTOSH. I shall be glad to do so.

The CHAIRMAN. But we can not consider anything unles it is based on substantial information.

Mr. MCINTOSH. You must bear in mind that the $200,000 is now only serving 6 districts; it was not sufficient to extend to the 14 districts, it is insufficient now to meet the needs of the 6 districts and we are working that Red Cross $75,000 so rapidly that we can not really meet the demands as fast as they develop. So I think my estimate really has been conservative.

The CHAIRMAN. Do you have any trouble in making collections.

Mr. MCINTOSH. Some, but not generally.

The CHAIRMAN. You give us a carefully prepared statement about that?

Mr. MCINTOSH. I will. The ruling of the board with respect to the purchase of tools and equipment is not charged in the law upon the board. If we were of unsympathetic and unfriendly turn toward the soldiers we should not have felt the necessity for pasing a ruling that these things should be supplied. In the matter of defective eyes, where it is shown that the students in our care need glasses to cure defects, the board has ruled they should be supplied.

There is nothing in the law that would compel the board to establish receiving stations for the care and investigation of these boys before they are actually put into a definite course of training; they could be left out upon their own responsibility if the board had been unfriendly, in fact, that is what would have happened if the board had not been decidedly friendly. So the board said, "These boys, while awaiting a definite report with respect to the specific course that they are to take, shall be cared for and receive the maintenance allowance by the board," and thus came into existence the receiving stations throughout the country. Had the board been unfriendly or even had it not been decidedly sympathetic with the soldiers, had the board not looked upon it as a human problem, it never would have passed the regulations to extend to these boys the immediate medical help that they are receiving now from the board in emergency cases. It is supposed that the medical assistance shall be furnished by the public health and the war risk, but the board realized that boys taking training might become sick suddenly and need immediate attention, and so the ruling of the board has been that in such cases and under such circumstances immediate medical attention shall be extended and the board shall pay for it. Then if it is afterwards shown that the bill is chargeable to some other department of the Government that is worked out later and we are reimbursed.

The question of the interim between terms of school, the summer vacation, is a matter that was taken up weeks ago by the board. The law provides that these boys be paid while in training, but here is coming the summer interim; what shall be done with the boys? Shall they be taken out of the schools, out of the training places over the country, put upon the streets, and the allowance by the Federal board withdrawn during those summer months and shall we stand coldly upon the authorization in the law that we shall extend this allowance

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while they are in training or shall we make some sensible provision, in recognition of their dire straits and necessities, for the care of these boys during this interim? There was no question as to the attitude of the board; a decision was readily made and the instruction was sent out, I may say, months before this exigency would arise, authorizing the district offices to practically recognize no summer interim, no vacation; that boys, for instance, taking the course of law or course of medicine should be placed during those weeks and months that the school was not in progress with some reputable lawyer to do office work or with some reputable physician to learn the technique of office management and further extend their training. We have a number of boys taking veterinary training in order to become veterinary surgeons. I remember that because that was a case in point: they turned to me because I was the agricultural representative on the board, and they said, "What would you do during the summer months with the boys who are taking that course?" Nothing better could be done for a boy who is taking the veterinary course than to allow him to be placed with a good and reputable veterinary surgeon through the summer months and let him go with him and see the operations performed through the summer months. Does that indicate an unfriendly attitude on the part of the board toward these soldiers—anticipating their necessities and passing regulations and rulings that were not compelled to be passed under the strict letter of the law? It seems to me these are all strong cases and instances to support the uniform friendly and sympathetic attitude on the part of the board.

I should agree that there has been some confusion in the minds of the soldiers on the point of the attitude of the board itself and some of the cases of contact by subordinate staff officers of the board. No one would attempt to disprove that there have been some indiscreet actions on the part of members of staff organizations or members of the personnel of the districts. We know that, of necessity, must have happened repeatedly, but what I am trying to show is that the Federal Board for Vocational Education has uniformly, under every circumstance, turned toward the interests of the soldier in its decisions and rulings.

The CHAIRMAN. Would that attitude extend to your requiring that that be done out in the districts?

Mr. MCINTOSH. Yes, sir.

The CHAIRMAN. You are responsible for those districts?

Mr. MCINTOSH. Yes; we assume that responsibility. Here is another case. When boys are on job training—and I think that has been referred to—if the manufacturer or the man with whom they are placed for this job training wishes, as he does in many instances, to give the soldier some wage, the board would have the right, if it wished, to deduct that from their allowance or to pass a ruling not permitting it.

The CHAIRMAN. That was done in the early stages, was it not?

Mr. MCINTOSH. That was agreed upon, but the injustice of the thing appeared as soon as it was called to the attention of the board. I do not know that it ever got out to the districts, but at any rate it was rescinded, and the other ruling was registered, so that it never went into effect.

The CHAIRMAN. I have many complaints along that line.

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Mr. McINTOSH. Oh, have you?

The CHAIRMAN. Yes; in the earlier stages, and we discussed it over on the floor of the House at one time; that is, whether that was within the power of the board. There is another question I want to ask, Mr. McIntosh. Here is a man in one of the offices who views this problem from the standpoint of the educator, and who would be more humanizing than the man who is purely a business man; here is another person who is the representative of the law and sees nothing except the naked requirements of the law. Now, one of the men would say: "This man ought to be trained." Another man is likely to say: "Do you not know that these fellows are out to loot the Treasury, and are you going to allow your heart to overflow your head?" and so on. Is it not probable that there have been statements made by men who are officially connected with the work that would lead to the charge that these people are simply out to get what they can get?

Mr. McINTOSH. I think so.

The CHAIRMAN. I am of the opinion that such statements have been made.

Mr. McINTOSH. I would call your attention further to the anticipation of certain embarrassments that might arise in institutions where large numbers are in training and where the difficulties and troubles of the men who are in training would need to be presented to some one who is in sympathy with them, who understand their problems and their difficulties, and who would take the responsibility of working out those difficulties. That matter was early taken up by the board. It could have been overlooked and would have been if the board had been unfriendly, but that was readily furnished, and we now have counselors and coordinators at the institutions whose official business it is to be mediators in the ironing out of the difficulties of these boys at those institutions. That was early established by the board, but could not have been done and would not have been done if the board had not meant and had not wished to be very sympathetic and very much interested in the boys themselves.

There is nothing in the law that charged the board with the responsibility of hiring private tutors to help these boys bridge over certain weak places in their training. If the board were unfriendly and unsympathetic, it would take the position that the law prescribes that these men shall have training, and this would be the interpretation that the board would put upon the law——

The CHAIRMAN (interposing). I do not think so.

Mr. McINTOSH. You do not?

The CHAIRMAN. No. The law provides for training; and if the boys can not get it in the regular schools, it would seem to me that you would feel perfectly free and under obligation to employ private tutors for them.

Mr. McINTOSH. We do feel that the law stipulates that this training shall be done under private tutorage.

The CHAIRMAN. How can you train a man who has not had the prevocational work necessary when the law says he shall be trained?

Mr. McINTOSH. The decision of the board could be that he was not equipped for that sort of training?

The CHAIRMAN. That would be a bad decision.

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Mr. McINTOSH. Well, we agree that that would be a bad decision and what I am trying to state here is that on all questions involving the interest and welfare of these boys the board has acted in the interest of the boys, and in this instance we have authorized, without question, the supplying of private tutors to the boys that they might bridge over their deficiencies.

The CHAIRMAN. You never were in doubt as to whether you had any right to do that?

Mr. McINTOSH. We never were, but an unfriendly board, I contend, would not have done that.

I wish here to read an extract from a letter that is just fresh from one of the boys. I have heard it mentioned here time and again that the boys become discouraged, and so this extract relates to the proposition of discouragement. This is a letter from Miss Joiner, who appeared before this committee, she having received a letter from a staff officer who had received this letter from a soldier in training, and this is a quotation from that letter, written by Charles J. Riddell, route No. 2, Frankfort Center, N. Y. The writer of this letter is almost totally deaf, has no vocational background, is practically uneducated, and has been rated by the Federal board as A1. Continuous efforts have been made to place him in training since the day of his discharge from hospital. Now, this is an extract from the boy's letter:

> You probably would like to hear the news. I am going to learn another trade and expect to leave pretty soon. I don't know just where I'm going, but I will forward my address to you just as quick as I arrive there. I don't really want to leave home again, but the Federal board has sent me so many letters I got discouraged with them and made my mind up to go wherever they send me.

The boy indicated he was discouraged because the Federal board would not let him alone; he was entitled to training and was at home, but ever so often letters came to him from the Federal board suggesting that he had been awarded training and that they felt it was very necessary for him to have it. So he says he has finally made up his mind, after having been so discouraged with these letters, to accept the invitation of the board.

I wish here to offer short letters from boys who took training in district No. 4—that is, the Baltimore district. There are 29 of them, but they are short.

The CHAIRMAN. What is the character of the letters?

Mr. McINTOSH. Well, in a general way they show that they are——

The CHAIRMAN (interposing). Were the letters in answer to letters sent them?

Mr. McINTOSH. No; they are letters showing that they have arrived at the place of training, have gone into training, and are highly pleased with the treatment of the board.

The CHAIRMAN. None of them have been submitted yet?

Mr. McINTOSH. None of these, I think, have been submitted. These are voluntary letters, unsolicited.

The CHAIRMAN. The reason I ask you that, Mr. McIntosh, is that I have a number of letters here that seem to have come in as a group. I have read the letters and they all indicate a form. Some of them say, "In reply to your letter." They are all written to the same pesron, written to Mr. James L. Sibley, at New Orleans.

Mr. McINTOSH. Those are probably solicited?

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The CHAIRMAN. Yes. Here is one which says, "Replying to your letter of recent date I wish to say that the treatment of the Federal board is fine in every respect." These letters—and there must be more than a dozen—came at once indicating that there is a form running through them that is very similar, and a letter of that sort really would not be admissible testimony unless——

Mr. MCINTOSH (interposing). May I give you the character of these letters?

The CHAIRMAN. Yes.

Mr. TOWNER. They will be admitted, so it is unnecessary to comment upon them.

The CHAIRMAN. If there is no objection, they may be put in the record.

Mr. ROBSION. I would like to look over them.

(The letters were handed to Mr. Robsion, and are as follows:)

LETTERS OF APPRECIATION FROM DISABLED SOLDIERS.

TREASURY DEPARTMENT,
UNITED STATES PUBLIC HEALTH SERVICE,
Washington, D. C., April 9, 1920.

Mr. W. H. MAGEE,
Baltimore, Md.

DEAR SIR: I have your letter of recent date inquiring as to my condition, and I thank you for the friendly interest you have shown. I have gradually improved since my stay in this institution and am feeling so well now that I hope to be able to resume training before long. I had thought of asking for a transfer to a western State on resuming training, and would be glad to hear some expression of opinion on the matter from you.

Noting recent articles in the daily press attacking the Federal board, I would like to say that your treatment to me has been excellent, that my case was promptly handled, and my letters always promptly answered.

Very truly, yours,

FRED J. TEMPLETON,
First Sergeant, Company D,
Three hundred and twenty-sixth Infantry.

Mr. W. H. MAGEE,
Federal Board for Vocational Education, Baltimore, Md.

DEAR SIR: I am writing to you to let you know that my son John E. Winn died the 21st of February, 1920. He surely thought lots of you; every time he heard from you he would say my old friend I like to hear from him, Mr. Magee. He died with the trouble he received while in service. He was one of the worst cases of heart failure I have ever seen. The poor boy surely did suffer. He surely has made our home a home of sadness and sorrow. I was compelled to let you know about his death, for you done so much for him to help him out.

Mr. Magee, would you please tell me what to do about his insurance and compensation, and what I should do? I am only a poor woman and I have three little children, and my husband hasn't worked for 10 months.

I remain, as ever,

MRS. T. P. WINN,
Douglas Avenue, Lonaconing, Md.

MUSKOGEE, OKLA., *December 28, 1919.*

Hon. W. H. MAGEE,
Vocational Officer District No. 4,
Federal Board for Vocational Education, Baltimore, Md.

DEAR SIR: On the eve of the approaching departure of the old year and incoming new year, I feel it my duty and pleasure to write to you and to express to you and through you to your valued staff my high appreciation of the services

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that are being rendered to former service men and through them to the country at large, by you and your staff and through you by the Federal Board for Vocational Education.

As you know I have had ample opportunity and time to carefully observe the workings of your office, and the more I have seen of the work of yourself, Mr. L. G. Cummings, Dr. I. I. Hirshman, Mr. Muir, and others the more gratitude have I felt to Congress and the central office of the Federal Board for Vocational Education for having enacted legislation and placed you in a position where you are performing the highest type of service to the country by helping and training men to help themselves.

While the central office of the Federal Board of Vocational Education is to be thanked for placing you in the position where you are doing so much real good, and Congress for the wise legislation, it is to you, sir, and the above-mentioned gentlemen that the real credit is due for discharging your arduous duties so devotedly, for whether the great work of the Federal board in carrying out the mandate of Congress will suceed or not depends upon how the work is carried on when dealing direct with the men benefiting from such work, and while a district vocational officer is correct in principle that all persons, no matter who, white, black, yellow, blue, or red, are alike in law, such officer will not succeed in getting the best results, but you who have been so successful in surrounding yourself with such devoted men as I have named are getting the best results, for I have found in your office that each officer and employee is pulling together, all working almost with a religious devotion to serve the man most interested, the man receiving training.

Allow me to cite an example: I have seen Mr. Cummings working late after office hours, I have seen Dr. Hirshman assuming extra labors just to help, have seen your review board give earnest consideration of what is best for a man whose case was under consideration, and if all persons who are so free in throwing rocks and criticizing the work of the Federal board could see with what real interest Mr. Cummings and his secretary, Miss Rita Berger, receive and listen to every soldier, they would be as full of admiration for the work of your office as I am.

In conclusion allow me to express to you my fullest appreciation, and wishing you and your staff a very happy and healthy new year, I remain,

Very respectfully,

MAJ. J. H. STOLPER,
Medical Reserve Corps, United States Army.

WASHINGTON, D. C., *December 16, 1919.*

Mr. W. H. MAGEE,
District Vocational Officer, 660 Lexington Building, Baltimore, Md.

MY DEAR SIR: We are about to realize the close of another year, and we do hereby wish to extend to you and all other responsible officials of the Board for Vocational Education, many commendable thanks for the efficient and impartial way that you have handled the administrative part of this great work. We might add too, that since Congress authorized this Board for Vocational Education for the disabled soldiers and sailors, that the general public has placed a large question mark (?) behind its economic, just, and impartial principles. We are proud to say that there is no fair-minded citizen can find cause to criticize the purposes and policies of the board.

The duties of the Federal board has been a problem hard to solve; but we are thankful that the board has been officered with broad-minded men equal to the occasion, you have dealt just, fair, and absolutely impartial to the disabled soldiers, you have allowed no racial or national complications to defer your aim in reeducating the shell-shocked and war-crazed minds of our soldiers. It can not be and were not expected that we would very quickly emerge from the malestrom of bursting shells and deathly gases and thundering guns. Yet we have to acknowledge the wonderful advancement thus far.

May another year find you nearer your purposes and aim, and that you may live to see many.

I am yours, grateful,

SAMUEL F. SEWELL.

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FREDERICK, MD., *March 30, 1920.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
660 Lexington Building, Baltimore, Md.

GENTLEMEN: I am in receipt of your kind letter of March 23, file D–4–2225, and in reply wish to express my appreciation of the interest you are taking in me. Wish also to state that I understand that I can reopen my case with you as soon as my condition permits, although at the present time the outlook is not very favorable for an early return to training. My physicians will not state definitely any probable time for so doing, other than to say that it may be several months before I can return. You may rest assured that just as soon as I am able to resume work I will communicate with you.

Regarding my present condition, I am told that I have some sort of an infection, diagnosed as "gas gangrene," which has played havoc with my nervous system, which in turn has affected the heart action, making the case very difficult to treat and necessitating quite a long time for recovery. Some of the medical men here think I received this infection when I was wounded in the Argonne; others think differently; but they all seem to be doing their best to overcome the illness. However, there is quite a difference of opinion, and it would seem that I am not making the headway I should, having been practically "down and out" since November 25. I am wondering if, being located in Baltimore as you are, you could recommend to me some specialist on nerves-heart diseases whom I could consult; if so, you will aid me greatly, as I am not acquainted well enough there to know of any.

I wish to assure you that it is indeed a pleasure to receive from you a letter such as yours above mentioned, and right here I must say that I only wish all departments of the Government would give the careful and courteous attention I have always received at your hands. Incidentally, I have not received any money from Washington since I received your check for the last half of December; and, being a married man, sick, and unable to work, this has worked quite a hardship upon me. I have received no compensation for January, February, or March, thus leaving me high and dry without funds.

Thanking you again for your interest in my case, and hoping to hear from you soon again with the above-requested information, if possible, I am,

Yours, very truly,

HARRY E. PETTINGALL.

MARCH 12, 1920.

Mr. W. H. MAGEE,
District Vocational Officer, F. B. V. E.,
Lexington Building, Baltimore, Md.

DEAR MR. MAGEE: I have just completed an I. C. S. course in traffic management, with an average grade of 98½, which course I received as one of the benefits granted to disabled soldiers under the provisions of the act of rehabilitation.

The purpose of this note is to thank the board, its employees, and you for giving me this advantage, which will prove to be of great assistance to me in my present work; that is, industrial traffic manager, operating for myself.

I take this opportunity to state that, to my mind, each soldier who is entitled to training under the Federal Board for Vocational Education should avail himself of these benefits, since work under its jurisdiction will materially help any man in preparing for his future.

If the publication of this letter would bring the work of the board more clearly before the public and soldiers who are entitled to training, I should be glad for you to use it for that purpose.

With all good wishes for the continued success of the board, I am,

Very truly, yours,

WILLIAM L. MINOR,
Mount Airy, Md.

BALTIMORE, MD., *March 9, 1920.*

W. H. MAGEE,
District Vocational Officer, Baltimore, Md.

DEAR MR. MAGEE: I desire to express to you my most sincere thanks for the prompt, efficient, and courteous treatment accorded me during my course of training at the Johns Hopkins University Hospital under the supervision of your office.

I wish to commend the work of Mr. Holloway, Mr. Wallace, and Mr. Cummings with whom I came in contact, who were always prompt and courteous.

NATHANIEL A. CARY,
Formerly Lieutenant Colonel, Medical Corps, United States Army.

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3538 YORK ROAD, BALTIMORE, *December 18, 1919.*

MY DEAR MR. MAGEE: My course at Johns Hopkins is nearing completion and I shall soon apply for transportation "home."

The course has been very profitable and extremely interesting. I am sure its value to me far exceeds the money expended for it.

I wish to thank you and your staff for your kindness to me. On the whole my relations with the Baltimore office have been very satisfactory. Each time I have entered your office I have been treated with the utmost courtesy and consideration, no matter whom I applied to for information or assistance.

I wish you all a Merry Christmas and a Happy New Year.

Yours, sincerely,

WYNAND PYLE, M. D.

NORFOLK, VA., *December 19, 1919*

Mr. W. H. MAGEE,
District Vocational Officer, Baltimore, Md.

DEAR SIR: May I express my utmost thanks and gratitude to you, sir, for all the generous help extended to me thus far toward my personal welfare and the training which I am receiving for a general business education.

I appreciate it so much more because of the fact that my case had been at times a most extraordinary and complicated one, which required your utmost patience and tireless investigation to remove the almost undestructable obstacles.

May the true spirit of happiness and peace of Christmas and New Year days to come be with you always.

Yours, very truly,

WALTER SIEGFRIED.

CAPE MAY, N. J., *January 23, 1920.*

MR. W. H. MAGEE,
Federal Board for Vocational Education.

DEAR FRIEND: Just a few lines letting you know that I received the two checks O. K., also statements which I signed and return herewith as per advised. I sincerely thank your generous board for their speedy consideration, also for the many courteous favors and generosity at all times shown me, as well as my family in our trying hours of need, due to my affliction as a result of injury incurred in the line of duty—while rendering service in the United States Navy, during the World War. Words can not express our deep gratitude, for you certainly have been the big brother to me, which after all fully convinces me that our dear old U. S. A. is worth fighting to defend at all times, and we appreciate the enormous amount of good and helpfulness our most generous Government is bestowing on us through the Federal Vocation Board. Trusting this finds you in the best of health and happiness, as it leaves me improving, asking to be remembered to Dr. Johnson and the rest of my many friends, hoping to be able to resume training before many weeks at Strayers' Business College of Washington, D. C., that has wonderful professors, who show great interest in all ex-service men. I remain,

WM. J. ANDERSON,
United States Public Health Hospital,
Cape May, N. J.

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513 WEST CUMBERLAND, KNOXVILLE, TENN.

Mr. W. H. MAGEE,
660 Lexington Building, Baltimore, Md.

DEAR MR. MAGEE: It has been my desire for some time to write you. I desire to express at this late date my appreciation for all you and your worthy assistants have done for me.

Miss Eleanor Davis, who was for several months at my home town, Manasses, Va., started, or planted, the germ of hope in my head, but the way in which Mr. Keen treated me firmly established it in my heart. When Miss Davis outlined the work of the Federal board to me, I asked her what particular line

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of graft she had in stock, anyhow. It was out of the question for me to believe that any person or persons cared what became of me, except, of course, my family.

I entered the offices of the Federal board feeling hostile to the world at large and the Federal Board in particular. On leaving your offices I found I had undergone some great change. I can not explain it other than renewed faith in my fellow men.

I am working hard and making good, so Mr. Hess, who is in charge of the vocational men, informs me. If ever I make a success of life, I will owe it to the Federal board. But I will always treasure the memory of how your office received me when I was practically down and out.

Very truly, yours,

AYLETT D. CLARK.

[Extract from letter of Bernie R. Stewart to Mr. W. H. Magee, March 5, 1920, Washton College of Law, Washington, D. C.]

As you will, no doubt, recall, through your Mr. Cummings, I experienced considerable difficulty in getting my training put through and, at the time, I was suspicious of your board. However, I believe in straight dealing, and I wish to give credit where credit is due; therefore, it gives me pleasure to state that since my training was authorized your board has measured up to its purposes and obligations to the letter; the books have been authorized promptly, and my pay checks have been received on the dates they were scheduled to arrive.

As a reference to my case will indicate, I was entered in the Washington College of Law to compete for the degree of LL. M., specializing in interstate-commerce law. However, as I formally entered the school on December 10, I understand I will be unable to receive the degree the present scholastic year. I am pleased with the course of instruction authorized, and without the board I would have been unable to pursue this course as at the present time I am in need of quite a great deal of rest.

MOUNDSVILLE, W. VA., *July 5, 1919.*

Mr. W. H. MAGEE.
Federal Board for Vocational Education,
District Office No. 4, Baltimore, Md.

GENTLEMEN: I beg to acknowledge receipt of your letter of July 1 notifying me that your central office has approved for me a course of law at Harvard University. Only superlatives can express my keen pleasure at the thought of returning to the study of law at that school.

The opportunity upon which you so kindly congratulate me is one of your own making, in the sense that your Federal board, through its agents, has given my case prompt attention and careful consideration of the first order. My expression of gratitude therefor to our Government, which operates so generously through the medium of your Federal board, is not complete without my personal thanks to the individual members and agents whose efforts have afforded me this exceptional good fortune.

At this time there is no reason apparent why I shall not be prepared to enter school at the opening of the academic course, September 22, 1919.

I shall gladly comply with your request to write to you about the 1st of September relative to the matter of my entering the law school on the above-mentioned date.

Respectfully,

WILFORD J. BOOHER.

DANVILLE, ILL., *July 24, 1919.*

From: Charles A. Strickland, No. 203 Kentucky Avenue, Danville, Ill.
To: Dr. Franklin Johnson, Federal Board for Vocational Education, Washington, D. C.

DEAR DR. JOHNSON: Your favor of the 22d instant, received and contents carefully noted. I particularly desire to avail myself of this opportunity to express to you, and through you to all the officials of district No. 4, my sincere appreciation for the interest manifested and untiring efforts for my welfare. I

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sincerely regret that circumstances have operated to prevent my continuing under your jurisdiction, but be assured that the good work you have started will continue here if my health will only permit me to do so.

With best wishes for continued success in your work, believe me,

Sincerely, yours,

CHARLES A. STRICKLAND.

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934 N. CALVERT STREET, BALTIMORE, MD.,
February 25, 1920.

Mr. W. H. MAGEE,
Federal Board for Vocational Education,
660 Lexington Building, Baltimore, Md.

MY DEAR SIR: I wish to let you know how nicely I am getting along at the Baltimore College of Dental Surgery. While in the meantime, it is my desire to show the Federal board my appreciation for what it is doing for me.

All my Christmas examinations have been successfully passed. Now, we are busy preparing for others which will follow shortly. My average on the last examinations was about 90 per cent. There are very good reasons to believe that I will far excel this mark on the ones coming in a few days. My laboratory work has been very interesting and profitable.

The tutoring, which I am taking under Prof. Pierce two evenings each week, is progressing nicely. I believe I will be qualified to discontinue it in a few months.

My wife and myself have fashioned our living expenses to correspond with the monthly salary which we receive from the Federal board. We have plenty to live on by economizing, but nothing to waste, which, of course, is expected.

In the meantime we are working hard and planning forward to a bright future. While at the same time I realize that I am toiling toward the goal which has always been my desire to attain—that of a dental surgeon.

In closing, I wish to express my sincere appreciation for this long looked for opportunity. At the same time assuring you that every day of my time while I am under the jurisdiction of your board will be put to beneficial study.

I wish the Federal Board for Vocational Education the best of luck and hope to be with it to the end of my collegiate career.

Sincerely, yours,

WALLACE F. MUSTIAN.

WAR DEPARTMENT,
OFFICE OF THE ASSISTANT TO THE SECRETARY OF WAR,
SERVICE AND INFORMATION BRANCH.
January 16, 1920.

Mr. UEL W. LAMKIN,
Chief Division of Rehabilitation,
Federal Board for Vocational Education,
Washington, D. C.

DEAR MR. LAMKIN: The following information quoted from a field report on Baltimore, Md., is furnished for your information:

"Prompt action can always be had for those men entitled to vocational training through the office of Mr. W. H. Magee, D. V. O., of the Fourth district. Liaison is maintained by having two Red Cross workers in the Federal board office. They interview every man who visits that office and refer to the Red Cross all who need special assistance. The results obtained have been excellent, and Mrs. Linthicum, Red Cross home service secretary, had nothing but praise for the way in which the Federal board's work in Baltimore has been conducted."

It is a pleasure to forward this information to you.

Very truly, yours,

MATHEW C. SMITH,
Lieutenant-Colonel, G. S.
HARRY A. TAYLOR,
Major, Infantry.

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BLACKSBURG, VA., *November 13, 1919.*

MY DEAR MR. HALL: I wonder if you are still at Walter Reed helping the boys get straightened out after they have been discharged. It is certainly a stage of the game that a fellow needs all the help to get himself adjusted that he can get, and I am awfully glad that I have the first part of mine over with, and I have you to thank largely for getting started along a line that pleases me very much at present.

You remember I was discharged on September 16, and you sent in my request to be sent to Virginia Polytechnic Institute at once. Well, on October 4 I entered here, having received transportation from my home to here and instructions about what I was to do upon arrival.

To date I have received allowance, including October 4–31, $72, and afterward I will receive $40 every two weeks. I am told there are some 25 or 30 "vocational" men here taking various courses in technique, and they seem to be doing very good work, it seems to me; at any rate they are "sticking," and that says a great deal where one considers how much handicap in the way of poor preparation some of them are working under.

Within the last few weeks there has been organized for the benefit of the vocational men an "elementary" class which does work in geography, grammar, spelling, and arithmetic, which seems to work fine.

I am started in my agricultural course and find that it will require three years to complete it. However, I expect to finish it, either as a Government student or at my own expense (but the former, if possible). I like the course very well, and consider myself fortunate in getting into it upon such short notice, for which again let me thank you for helping me. I beg to remain,

Yours, very respectfully,

RALPH E. MOORE.

SEPTEMBER 24, 1919.

Mr. W. H. MAGEE.
District Vocation Officer, Baltimore, Md.

DEAR SIR: I want to take this occasion to acknowledge your letter and to thank you for kind consideration you have given to my case.

I have followed your instruction and presented your letter of introduction to Mr. Hillegist. I want to recommend him for the attention which he has shown me. He has shown us soldiers every consideration and attention in his power. I think he is to be highly commended for it.

Speaking for the other men I want to say that your interest has been as great as that of Mr. Hillegist, if not more, and we are all placed in your debt. We wish you to know that we appreciate the efforts that you have made on our behalf. For which we wish to thank you and offer our help should you ever have an occasion for it.

Let me again thank you on my own behalf for the kind consideration and interest you have given me.

I return the transportation slip you sent me. The college is only 1 mile from here. It is about the same distance from the depot at College Park to the college. I save time by going by way of the Baltimore Pike. I thank you just the same and appreciate it as well as if I had use for it.

Thanking you again, I am,

Sincerely, yours,

MATRON W. SHEPHERD.

BALTIMORE, MD., *November 1, 1919.*

Mrs. HOWELL THOMAS.
Red Cross Home Service, Park Bank Building, Baltimore, Md.

DEAR MADAM: I certainly will have to take off my hat to the Red Cross home service and the Vocational board. Thankful to say I have been encouraged and helped by them for the past six months and I wish to express by appreciation.

I have met quite a few men who are now being trained and helped by the Vocational board and these men have all praised the work of both the Red Cross and the Vocational board very highly.

Sincerely, yours,

WILLIAM M. DIGGS.

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WASHINGTON, D. C.

Mr. T. C. NALL,
Building 93, W. R. G. H.

DEAR SIR: You being a member of the Federal board, and a considered friend of mine, I thought perhaps it would be of some interest to you to hear my statement regarding the opportunity which the Federal board has provided for the disabled soldiers of the United States Army.

I wish to state that I am very much pleased with it, and am not alone in making this statement, for I have talked with several of the men who are in training at the same college (Strayers' Business) with me, and they all agree that my statement is correct. My advice to all who have this wonderful opportunity is to grasp it at once.

I have now attended school one month, and I know it is no bluff, and if all the men who need it will accept this offer will find that the Federal board means business.

Very truly, yours,

DELMER H. STAATS.

BERWYN, MD., *September 30, 1919.*

Mr. W. H. MAGEE,
District Vocational Officer,
Federal Board for Vocational Education,
660 Lexington Building, Baltimore, Md.

DEAR SIR: It has been some time since I sent in a form (538) to you, properly filled out, but my mother has not received any checks. It is therefore necessary for me to request that you kindly look into this matter, and send her a check for the proper amount as soon as possible. I appreciate the fact that you are very busy, and it may be that you haven't gotten around to it as yet; however, on the other hand, this matter may have been overlooked in some way or another; if such is the case this letter will serve as a "reminder."

The efforts and results of the Federal board certainly are deeply appreciated, and since "Uncle Sam" has been so kind and considerate of us in giving us the opportunities which we are now so fortunate to have, we mean to do our best and make a success, or die in the attempt to succeed, and we know what we will have to do in order to pull through on top.

Mrs. Beale, at whose place we are staying, certainly has, and is, making things very pleasant for us. We have access to the whole house, library, and the fruits in the orchard. The professors and Mr. Hillegeist at the college are very kind to us, and we can not help but feeling "at home."

These facts are mentioned because when at your office last, one of the gentlemen, Mr. Holliday, I believe, said that you would be interested to hear from us occasionally in regard to how we were getting along.

Hoping to receive the check for the first, as soon as possible, and thanking you for any attention you may give the aforementioned matter, I am,

Yours, truly,

THOMAS C. BRANNAN.

NEW YORK, N. Y., *October 9, 1919.*

Hon. W. H. MAGEE,
Director Federal Board for Vocational Education,
District No. 4, Baltimore Md.

DEAR SIR: Acknowledging the receipt of your favor of September 27, ultimo, inclosing transportation and authority to travel from Washington, D. C., to New York, N. Y., and instruction as to my entrance into Columbia University for a training in journalism, I beg to advise that your Washington office furnished me the transportation to Baltimore September 28, and your Baltimore office furnished in turn relay transportation to New York with full instructions. I was properly registered and began my training in Columbia University October 1. I am returning herewith the transportation which was forwarded to me in a letter to-day from my former address in Washington. I am well pleased and grateful beyond expression. Believe me your grateful debtor,

GREENLEAF B. JOHNSON.

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BALTIMORE, MD., *October 17, 1919.*

To whom it may concern:

I had lost my right leg in the military service on the Mexican border. Not knowing about all the benefits about the vocational training until late, I applied for it recently and received the kindest and best of attention and service.

Truly, yours,

JOHN BISHOP.

LONACONING, MD, *February 28, 1920.*

Mr. W. H. MAGEE,
Fourth District Vocational Officer.

DEAR SIR: In reply to your letter of the 25th, I am glad to state I am being established in training at Niagara Falls as motor mechanic. I am well satisfied with the arrangements made for me. I received this information from D. V. O. at St. Catherines on 24th. I wish to express my sincere thanks for your earnest efforts in my behalf.

I remain, yours, sincerely,

JAMES WALLACE.

MARCH 7, 1920.

From: James E. Crossman, 222 College Place, Norfolk, Va.
To: Uel S. Lamkin, Chief Division of Rehabilitation.

DEAR SIR: In reply to your kind letter as regards my health and whether or not my training is suitable I will say that my health is very much improved except my ears and they never will entirely recover, for I have done everything that can be done both by medicine and operation.

As to my training, it would be impossible for me to find a place where I would be better contented than where I am. I like the methods used and am given every change and help to obtain a thorough knowledge of all of the shop work and I am learning very fast, something that will be of immense value to me as the work is light. It is very well suited to my physical condition.

The management and employees of the Coburn Co. are very nice to me and when I ask them any question pertaining to the work they always explain it to me so that I do not have any trouble in understanding them.

I have been placed on the company's pay roll and received the first week $8.50; the second week $10, and this week $7.35 for which I am duly grateful as it helps me out considerably as I have to pay $96 a month board for myself and wife, $7.10 war-risk insurance, and $1.60 per week laundry. As this totals up to $109.50 you can see that I do not have much left out of my $115 for clothes, especially at their present price, and the money I receive from the company is sure welcome and needed.

I am taking tincture terri chlonde which I secure from Dr. Adams at the Army supply base near here. I will need two ounces more very soon as my present supply is getting low and I would greatly appreciate it if you could send me a request that Capt. Adams supply me with the desired two ounces.

I take this medicine as a nerve food or tonic and it has done me a great deal of good.

The address is Capt. Adams, Army Supply Base Hospital, Norfolk, Va. If you can arrange to supply my request I will upon receipt of same go out to the base and present the order to Capt. Adams and get the medicine.

I wish very much to take this opportunity of thanking the Vocational Board for the many kindnesses and consideration they have shown me for without the helping hand extended to me through this organization I do not know how I would have possibly got along as my condition was such that I could not have earned a living.

Thanking you again, I beg to remain,

Yours, very truly,

JAMES E. CROSSMAN,
222 College Place, Norfolk, Va.

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PRESIDIO OF SAN FRANCISCO, CALIF., *March 24, 1920.*

Mr. WALLACE, *Baltimore, Md.*

DEAR SIR: I did not get a chance to see you before I left Baltimore and to thank you for what you and your office force did for me while I was in training there. I do not want you to think that I do not appreciate what you did for me because I did so, and some time I may be able to show it by doing something to repay you for your kindness.

I like the work and the place out here very much. It is summer the year around and what I call God's own country. I will ring off for this time, thanking you again for your kindness.

Yours, respectfully,

FRANK L. RENEMAN,
Lankerheim Hotel, Fifth Street, San Francisco, Calif.

COLLEGE PARK, MD., *April 6, 1920.*

Dr. HIRSCHMAN.

DEAR SIR: Inclosed you find transportation request returned. I do not wish to be reimbursed. I have ceased all work and have been much benefited by the two weeks' vacation. My eyes were examined and glasses will be furnished as requested in your letter.

I wish to thank you for your kind consideration, I remain,

Very sincerely, yours,

C. C. TRIPLETT.
Maryland State College.

BALTIMORE, MD., *April 19, 1920.*

Dr. I. I. HIRSCHMAN.

DEAR DOCTOR: I want to thank you for your note of sympathy, and express my appreciation of all the courtesy extended by the Federal Board for Vocational Education.

Very sincerely,

MARY V. WICKHAM.

Mr. MCINTOSH. The next proposition that I am going to speak upon is the charge of inefficiency. This has occurred to me as the most serious charge against this board. I wish to read here an extract from a report of the meeting of the military surgeons at New Orleans held about the 23d or 24th of April. This letter is written by Col. Evans, but it reports the things that were said at that meeting of the military surgeons.

The CHAIRMAN. Was that meeting held this last April?

Mr. MCINTOSH. Yes, sir. The following is an extract from Col. Billings' address which covers all of the references to the Federal board:

That recent wholesale criticisms of the functioning of efficiency of the board is for the most part unfounded was the consensus of opinion of the speakers. "The work as a whole is above criticism and quite commendable," declared Col. Billings. "Of course," declared the speaker, "it is not a difficult matter to find some cases meriting criticism."

The CHAIRMAN. May I ask, Mr. McIntosh, is that Dr. Frank Billings you are quoting formerly of the University of Chicago?

Mr. MCINTOSH. Yes, sir.

But these are isolated instances. It should be remembered that the board has had a stupendous job on its hands and everything was new. But in what vast organization can you not find a number of unfortunate instances. The cases complained of about efficiency of the vocational board are not typical of the great and valuable work they are earnestly doing for the rehabilitation of the host of unfortunate warriors who suffered wounds and injuries of every conceivable character in the great struggle.

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The CHAIRMAN. That is not a letter from Dr. Billings?

Mr. MCINTOSH. No, sir; that is an extract.

Mr. ROBSION. On what occasion was that written?

Mr. MCINTOSH. That was written as a report Col. Evans made of the meeting of the military surgeons at New Orleans, La. I think that meeting occurred on April 24.

The CHAIRMAN. This extract is from an address made by Dr. Billings?

Mr. MCINTOSH. Yes, sir.

Mr. ROBSION. In what position is this man to know whereof he speaks, if he did know?

Mr. MCINTOSH. He was with the Surgeon General.

Mr. TOWNER. During the entire war on his advisory staff?

Mr. MCINTOSH. Yes, sir. The colonel just suggests that he was the chief of the reconstruction work of the Public Health Service.

The CHAIRMAN. I know of no man whose opinion is stronger and whose position to judge is better than Dr. Billings, if that is Dr. Frank Billings.

Mr. MCINTOSH. I would not have this committee get the idea that I am trying to set up that this board has been a perfectly working organization; I have no such idea as that. I am trying to refute the charge that it has been an inefficient board. One of the best ways to arrive at a conclusion as to whether a board has done its work well or not is to compare it with other boards doing similar work, and I have made a comparison here with a bureau that has done work that seemed to me to be more analogous to a certain phase of our work than any other bureau that I can recall under the Government. That is the Pension Bureau. The work of the Pension Bureau up to the point of awarding a pension is analogous with the work of the Federal board up to the point of approving a man for training. We use identically the same facts, make the same investigation and the same examinations. I am going to talk a minute or two on the work of the Pension Bureau, not with a view to criticizing it, because I think it is a work generally which has been looked upon as efficiently done. This has reference to the work that the Pension Office did for the soldiers of the Civil War. The organic act under which that organization came into existence was passed in 1862. I have begun here with the year 1880, because few pensions were granted and the work would not show much prior to that. I have not begun with the first figure in making the comparison, I wanted to make the comparison as fairly as I could, and I have taken all of the years in which the number of pensions granted exceeded 20,000. So I have omitted the first figure where we begun to move up very rapidly and have only taken those that indicate 20,000 or more. That would include 11 years from 1881 to 1891, inclusive.

They reached the extreme limit of height in the year 1890; that was 28 years after the law was passed, and on the average they reached the peak of the load from 23 to 25 years after they became organized and read yfor work. The total number of pensions granted during those 11 years was 363,017. That made a yearly average of 33,000 in round numbers, and it made a monthly average of 2,750. In the 9 months since we were divorced from the war risk it shows about 97,000 people approved, in round numbers, 97,000. Seven

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thousand of them had been approved prior to the divorcement from the War Risk, leaving in the nine months—I am giving this in round numbers, approximately, 90,000 approvals as against an average in the 11 years of 33,000 pensions granted. While we have been giving these approvals we have also been carrying on the additional work that goes with the board. Instead of issuing a check to our men by the quarter, every three months, we issue the checks to them twice a month. We also have to make courses of training, supervise while in training, and do the multitudinous work which has to be done in addition to the work that has to be done in simply approving the cases. I say this not, as I say, in criticism of the Pension Bureau—I want that distinctly understood—I submit it only for comparison of work that I think is very analogous to the phase of the work that we are doing.

Mr. ROBSION. Would it be very much of a comparison unless you submitted the number of persons in your bureau and in the other bureau?

Mr. MCINTOSH. I was just going to do that.

Mr. ROBSION. And the cost of maintaining the bureaus?

Mr. MCINTOSH. I do not think that the cost should enter into the matter, because we would have such a variation from 1880 to 1890, compared with now. I do not think it would be a fair comparison; but the number of people engaged, I think, is the point at issue, and ought to enter into this comparison.

In 1890, 18 pension agents and 419 persons were employed in these agencies, making a total of 437. There were 2,009 clerks in addition to those, making a total of 2,446. That is the figure that I am going to make the comparison with. In addition to this figure, the Pension Bureau had 1,028 boards of medical examiners who, I understand, were not employed every day in the week and throughout the year. The total number of these employees was 3,467, making a grand total of 5,913 employees. But, as I say, I think it would be unfair to count the medical boards in this, and I am lopping off that number, making the comparison with 2,446.

The number of employees with the Federal board at the present time, when it is about at its highest, is, in round numbers, 3,200.

The CHAIRMAN. That includes all, both here and throughout the country?

Mr. MCINTOSH. Yes, sir; everywhere throughout the country.

Mr. ROBSION. What becomes of the 18,000?

Mr. MCINTOSH. That figure must have arisen out of comparison with the War Risk. I think the War Risk had at its height 17,000. We never have had to exceed the number that we have now.

Mr. ROBSION. Three thousand two hundred all over the country?

Mr. MCINTOSH. Yes, sir.

The CHAIRMAN. Eight hundred here?

Mr. MCINTOSH. Yes, sir; about 800.

The CHAIRMAN. Eighteen thousand is the term applied to the War Risk?

Mr. MCINTOSH. Oh, yes.

The CHAIRMAN. If you will permit me to say, I think that while this may be a fair comparison that we would have to take this element into consideration. That right in the beginning, even before

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we had gotten well into the war, speaking, I mean of actual fighting, we had outlined our policy, taken on the form of the war risk insurance to avoid the pension idea and then followed immediately by this rehabilitation, and this matter was organized so that you could make your contact when the boys went in the hospitals and you went right to work at it at once with no limitation of law, but with full authority and plenty of money, and it would go without saying that you ought to make considerably more rapid advancement than they would in the pension matter, which came up late after the war with a policy in dispute, the administration seeing how many they could avoid giving pensions to while this is a question simply of how many we could train.

Mr. McINTOSH. I agree that we would be expected to do a great deal more, and I also submit that we have. I think I shall not repeat the evidences that were submitted here by comparison with what other countries have done.

The CHAIRMAN. We have that in the record.

Mr. McINTOSH. Yes, sir; and I will not do that.

I wish at this time to submit a decision of the Comptroller of the Treasury as based upon the general statute of August 23, 1912 (37 Stat., 375). This is a decision which indicates that the disbursing officer of the bureau is not an accounting officer, that he is not required to do auditing. The entire decision goes to the point of authorizing a disbursing officer to pay vouchers which come to him in legal form to meet the requirements of the Auditor for the Treasury. This decision only goes to this point that apparent discrepancies on the face of the voucher that would become apparent to any of the personnel of the disbursing office should be corrected, but that the disbursing officer is not required to take up the voucher and go through it for inaccuracies.

(The decision of the Comptroller of the Treasury submitted by Mr. McIntosh follows:)

DUTY OF DISBURSING CLERK WITH REFERENCE TO EXAMINATION OF VOUCHERS.

The examination which the act of August 23, 1912 (37 Stat., 375), requires a disbursing clerk to make of vouchers presented to him for payment is only an examination with a view to determining the legal character, as distinguished from the correctness, of the claims they represent.

He may rely upon the examination in the proper administrative office to relieve him from going into an investigation of the many specific facts going to the correctness of the voucher, but he can not rely upon such examination to relieve him from responsibility for errors apparent on the face of the papers before him.

Decision by Comptroller Downey, June 26, 1914:

S. R. Jacobs, disbursing clerk, Treasury Department, applied June 5, 1914, for a revision of the action of the Auditor for the Treasury Department in disallowing by settlement No. 7586, dated September 26, 1913, credit for an item of $1.93, in the settlement of his accounts for the period ending April 30, 1913.

The item in question represents an apparent overpayment made to Carl Kaufmann, a confidential agent of the Treasury Department on duty at St. Gall, Switzerland, as a reimbursement of expenses incurred by him November 15, 1912, for telephone service.

The charge for telephone on said date appears in the itemized statement on expense voucher No. 27, paid December 18, 1912, as 17.22 francs, with reference to subvoucher No. VI. This subvoucher is in the form of a notification card, printed in three different languages (German, French, and Italian), and is evi-

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dently a form used by the Swiss Government telephone system in rendering bills for telephone service, upon which payment is indicated by stamp when made.

It is addressed "United States Treasury Department, Teufenerstrasse 2, St. Gallen," and on the address side is a demand or request for the payment of "Fr. 17 Ct. 22," for telephone charges as per the account on the reverse side thereof. The reverse side is an itemized bill of telephone charges for the month of October, 1912, totaling 7.22 francs, thus clearly indicating that the amount stated on the front of the card should have been 7.22 francs instead of 17.22 francs. This card appears to be a bill or request for payment of an amount due. I assume that it is also, when stamped, designed to serve the purpose of a receipt, but as to this there may be some uncertainty. But even if it is to be treated as a receipt showing that he actually paid 17.22 francs, he would be entitled to reimbursement for only 7.22 francs. The question is as to the credit to which the disbursing officer is entitled.

Mr. Jacobs contends that it was not his duty "to make such a careful and detailed examination of Mr. Kaufmann's voucher as would have revealed the apparent error," and that he is relieved from liability for the overpayment (amounting to 10 francs, or $1.93) by reason of the provision in the act of August 23, 1912 (37 Stat., 375), which reads as follows:

"Hereafter * * * all vouchers and pay rolls shall be prepared and examined by and through the administrative heads of divisions and bureaus in the executive departments and not by the disbursing clerks of said departments * * * and the disbursing officers shall make only such examination of vouchers as may be necessary to ascertain whether they represent legal claims against the United States."

The meaning and extent of this provision can be more readily understood after a consideration of the conditions that existed at the time it was enacted and the evils it was intended to remedy.

A practice had grown up in several of the departments of having vouchers prepared and examined in the disbursing offices. This necessitated maintaining comparatively large clerical forces in said offices and resulted either in an unnecessary duplication of work or in permitting the disbursing officer to prepare and pay accounts wthout any check on his action other than the audits made after payment. Manifestly it was not in the interest of good accounting to permit a disbursing officer under ordinary circumstances to pay vouchers prepared by himself and which had received no examination other than such as he might see fit to give them. Neither would it be in the interest of economy to give such vouchers two complete and independent examinations in advance of payment. Disbursing officers were not only making detailed examination of vouchers submitted for payment, but were in some instances inquiring into the needs which prompted the purchases and kindred matters which were not their concern.

To remedy this situation, and particularly to prevent detailed examination by disbursing officers of the facts underlying a voucher, this provision was enacted. The first part of it directs that all vouchers be prepared and examined by and through the administrative heads of divisions and bureaus; that is to say, by the persons most likely to be conversant with the needs of the service for which the disbursement is to be made and the circumstances under which the obligation was incurred. It requires no argument to show that this was a salutary provision from an accounting standpoint, and its meaning and effect are quite clear. But it is the second part of the above-quoted provision upon which appellant bases his contention.

The expression "only such examination of vouchers as may be necessary to ascertain whether they represent legal claims aganist the United States" is not a happy choice of languge, since it embodies enough of uncertain meaning to require an interpretation, but when read in connection with the preceding portion of the paragraph its meaning is not so much clouded by doubt.

If these words stood alone it might well be said that the determination of the fact that a voucher represented a "legal claim" against the United States was all that was required to be determined in any case by anyone. But they do not stand alone. They follow the provision as to what shall be done by the administrative officers, which things shall not be done by the disbursing clerks, and following that provision, and evidently differentiating the duties, it is provided that the disbursing officer shall make "only" such examination, etc. From the history of the legislation we know in fact that the provision in question was added after the paragraph had been written into the bill and added to the end that the disbursing officer might not be relieved of all responsibility.

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Considering the object to be accomplished as stated above and the language of the law, it certainly can not be contended that the disbursing officer was to make the same examination over again as had been made by the administrative officer. Rather was it the intention of the law to require the detailed examination of a voucher to be made by the administrative officer only and to prohibit repetition of the process by the disbursing officer.

What is meant then by such an examination of a voucher at the hands of a disbursing officer as shall be necessary to ascertain that it represents a "legal claim"? Stated more clearly, what is the significance in this connection of the words "legal claim"?

The term here, I think, is not used in a broad sense which would include in its meaning every fact which should be ascertained by some one before it may be concluded that a claim is entitled to payment, but is used in a narrower sense having reference to the legal character of the claim as distinguished from its correctness.

If, in the case submitted, we may eliminate from our minds any question as to the rendition of the service and the correctness of the amount of the voucher, we may determine that in its inherent character it represents a legal claim, and one which, if appropriation be available therefor, could properly be paid, the consideration of the naked question of its legality presupposing an administrative determination of its correctness.

Entering into the determination of its legality are the questions, whether an appropriation in his hands is available for the purpose, whether the particular appropriation against which it is drawn is available therefor, whether it represents a character of indebtedness for which the Government may be obligated, whether it is in all required respects properly certified and supported, and whether its payment would be in anywise in contravention of any law.

This conclusion assumes that the disbursing officer may rely upon the examination in the proper administrative office to relieve him from going into an investigation of the many specific facts going to the correctness of the voucher. But, in one respect, some responsibility along this line must still attach to him, and that is responsibility for errors apparent on the face of the papers before him, errors which he sees or which are so apparent that he ought to see them.

In this case the paper involved was a subvoucher filed with others in support of an account for services and expenses. The charge of this item in the account submitted was 17.22 francs. The figures upon the face of the subvoucher showed that it was for 17.22 francs. The account had received administrative approval except as to one error, not here material, corrected by certificate of difference.

Upon the back of this subvoucher is an account of telephone service rendered, from which it appears that the correct amount was 7.22 francs. On the face are three words in German, four words in French, and four words in Italian. Each of these sets of words indicates that there is a reckoning or an accounting on the back. Aside from these words there is nothing to indicate that there is anything on the back of the voucher explanatory in any way of the charge on its face.

The subvoucher on its face supporting the items in the account, the charge having been approved by the administrative head of the bureau under which the expense was incurred, the claim in its essence being a legal one, is the disbursing officer liable for not discovering the mistake?

The case is peculiar in that all that there is on the face of the subvoucher to put the disbursing officer on inquiry is in foreign languages. Had it appeared on the face of the subvoucher in English that there was an itemized account of the charge on the back, I think it would have been the duty of the disbursing officer to have ascertained at least that the total of the items supported the charge on the face. But since it does not appear that the disbursing officer could read German or French or Italian, and since no such presumption maintains, and since he is not furnished a translator for such purposes, I am of the opinion that he should not be held responsible for not discovering the error.

If the question were for determination as against the administrative officer, the conclusion would be different. It was his duty to make such an examination of the account and supporting vouchers as would have developed the error. I do not now consider the question whether, under such circumstances, a charge might be raised against the administrative officer whose duty it was to discover the error.

Mr. McINTOSH. I have nothing particular to submit further unless there are questions that come to me from members of the committee.

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I did omit when I was taking up the Boland school to request this committee to send a subcommittee to the Allegheny school. I think that should be done, because if we do not get the relief that I said we must have by congressional action we are going to have such schools as that established in different places in the country.

The CHAIRMAN. Mr. McIntosh, may I ask whether you would feel some hesitancy, as a board, to renew this contract unless a subcommittee went there and reported favorably?

Mr. MCINTOSH. Not that exactly. It would help in that particular; but I want the Members of Congress advised from first-hand information as to the character of these schools and the necessity for them. The fact that this school has more Federal board students in attendance than any other school in the country speaks for the necessity of that sort of an institution. It is not discreditable to the other institutions; many of them are just not suited now to the problem that is immediately before us. Many of them can do very valuable and efficient work in training these boys; but when we take the charge that is put upon the board by the law, that we are to retrain, rehabilitate, and put back into civil life these boys we have to have an institution or school or place of training where the men can be mobilized who do not want academic training but who want improvement with respect to their particular jobs or vocations and who want the short cut.

The CHAIRMAN. Does Pittsburgh offer a particular field, where you have the part-time work and the shop work, with a night school in the district, better than some other place?

Mr. MCINTOSH. Yes, sir. I would ask the committee to agree, if possible, to send a subcommittee over to look at that institution—look through it and get first-hand information, so that in these future months when like institutions are sure to arise, either by private contracts or cantonments and hospitals being turned over to us——

The CHAIRMAN. The committee will take that under advisement.

Mr. MCINTOSH. I thank you.

The thing I have been most interested in during this investigation has been that we should be sure to get a sufficient amount of information before this committee that you could come to a decision.

The CHAIRMAN. I think there ought not to be any trouble about that. We have been sitting here since the 12th of March, and have secured a lot of information.

Mr. ROBSION. In order to come to a decision on what?

Mr. MCINTOSH. In order to come to a decision with respect to the points at issue.

Mr. ROBSION. What do you consider the points at issue?

Mr. MCINTOSH. Lack of friendly attitude, lack of interest in the soldier, and lack of efficiency.

If the evidence submitted here should cause the committee to arrive at the conclusion that the board is not sufficiently friendly to the interest of the soldier, this work should be removed from the board.

The CHAIRMAN. I want to make a statement there for your sake, Mr. McIntosh.

Nobody believes that the work of rehabilitation, including all the people who have been trained, has been unfriendly. Everybody on the committee, I think, would take the statement of Dr. Billings that these cases which have been submitted here do not represent all the

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work which has been done, but that is not the point at issue. The point at issue is, Has there been a lack of sympathy to the extent that men would come before the committee and tell of the treatment that they themselves have received, which, if true, would look like—whatever the policy of the board is—there have been some things done that ought not to have been done?

Mr. McINTOSH. Mr. Chairman, I am glad that you have injected that, because I did not know——

The CHAIRMAN (interposing). The committee knows that there are hundreds upon hundreds of people who have been treated just as well, under the circumstances, as they could have been treated; the committee is aware of that, but the question is as to the cases which have come here, why those situations were permitted and how far do they go?

Mr. McINTOSH. I have no doubt that there are individual cases of neglect or delay or even mistreatment that have entered into the management of this work. Speaking now with respect to the board generally, I have not any disposition to make any promise as to a higher degree of efficiency in the future than we have had in the past for the purpose of getting a favorable decision from this committee. I should think that the committee and I would insist that the committee take the work that we have done, just what we have done, and not what we are going to do or any promise of what we may do—take what we have done and arrive at your conclusion.

The CHAIRMAN. We will have to do that.

Mr. McINTOSH. Yes; I think that is right, but I hope this will not occur, that from the evidence submitted here the committee come to the conclusion that it has an inefficient board and then continue the work with the board. That would send a stigmatized board out with a mission to perform that it would never be able to fulfill creditably under those circumstances. What I am hinting at, Mr. Chairman, is this: If the work has been satisfactory, then, I think the country at large ought to know it. I think the soldiers ought to know that that is the result of this investigation; that that is what has been found out.

The CHAIRMAN. You say if it has been satisfactory?

Mr. McINTOSH. In a general way.

The CHAIRMAN. We know that it has not been satisfactory to everybody.

Mr. McINTOSH. I say in a general way. If there is any indication that it generally has been unsatisfactory, then I should like to have that pronounced in that form, and then I should say that it would be the height of folly to continue this work with the board.

The thing that we need in carrying this great work over is for somebody to speak with authority and information as to just what the character of the work is that this board is doing. That is what the country needs.

Further, Mr. Chairman, if the decision of this committee is that the work has been generally satisfactory, that the work of the board has been, in a general way, well done, that does not preclude this committee from recommending to Congress that for other reasons this work should be amalgamated or consolidated or combined with other bureau work.

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With the information that we are accumulating day by day, and with the records that we are making here as well as the records they are making in the Public Health Service and in the War Risk Insurance Bureau, it has seemed to me apparent that Congress will have to draw on those records for the next 100 years. Nobody is talking of a service pension now, and very few people think there will be one.

Mr. DALLINGER. How do you distinguish between a service pension and the proposition of a bonus which is now being suggested?

Mr. MCINTOSH. I think this, Mr. Chairman: I think that as the years go on necessity will be the mother of invention, as it always had been, and if these soldiers or recent soldiers are found in dire straits, Congress is not going to allow them to suffer. They are sure to be found that way, I think, as they grow older. Now, if such a proposition is brought forward 25 years from now, or 30 or 40 years from now, and you wish to know what John Doe received, or what aid he received from the Government you have got to run the records of the Federal board, you have got to run the records of the War Risk, and you have got to run the records of the Public Health Service. Now, I do not know; I am not recommending that it be consolidated, but I am raising the question. I say that in the event that the Federal board has been doing the work in an unsatisfactory manner or if for economical reasons Congress might see fit to take the work and put it at some other place——

The CHAIRMAN (interposing). The Federal board was originally created to administer the Smith-Hughes Act, and would not feel greatly distressed to be relieved of it, from the standpoint of the board, would it?

Mr. MCINTOSH. Since you have suggested that, I am going to speak on that phase of it just for a moment. This thing is happening: All of this newspaper publicity and the editorials that you allude to here, and anything that is said in criticism of the Federal board, only lessens its influence as a body of men who have a great work intrusted to them to do. The biggest piece of work that is intrusted to the care of the Federal board is the management and administration of the Smith-Hughes Act. That does not require hours of overtime, and it does not bring the board into such strenuous positions, but in the end it affects the millions of boys and girls who will come to take up vocational training throughout the States, and as a measure that is going to affect this country at large, it is a greater proposition than rehabilitation.

The CHAIRMAN. There has been no criticism of that.

Mr. MCINTOSH. No, sir; none that I have heard; but the standing of the members of our board can not be as high as it should be and ought to be in the educational field of the many States if we are to be continually battered and besmirched by adverse criticisms, with no way to put ourselves in a better light. I am also going to suggest that I do not think it is possible for this criticism ever to be allayed entirely. The work is set on that plan, and it is dealing with a situation.

The CHAIRMAN. Do you think, Mr. McIntosh, when you say that it will not be allayed that it is doing harm?

Mr. MCINTOSH. That criticism?

The CHAIRMAN. Yes.

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Mr. McINTOSH. In a way; yes, sir.

The CHAIRMAN. Has it done any good?

Mr. McINTOSH. Oh, yes, sir. I am speaking of the harm simply as reflecting upon the standing of the board. I think that it is really harming the board in a way. It is lessening its influence, gentlemen, I think.

The CHAIRMAN. I think, Mr. McIntosh, that from the letters I am receiving as to the speeding up of the work, if that has come about through this investigation, it has been of some good rather than harm.

Mr. McINTOSH. Certainly, I agree with you.

The CHAIRMAN. I hope you feel that the investigation has been conducted purely on the line of bettering the service and getting at the weaknesses of the system where they could be remedied, and upon the line that if there is any basis for the charges, it be made known to the public.

Mr. McINTOSH. I still remember some of the very severe criticisms that I heard soldiers of the Civil War make against the Pension Board or Pension Bureau. Whether they were just or not, I have no way of knowing, but I do remember that they were very drastic and severe. We have to make orders for training, and we have to disapprove some, and you men know that so long as that is the case there are going to be those who think that they are being improperly declared ineligible and subjected to unjust treatment.

The CHAIRMAN. I think that this is to be said in connection with that: So far as I know every person occupying a responsible position with the board, who has appeared, has made some recommendation, and the Chief of the Rehabilitation Division has made a series of recommendations, running up beyond a dozen, all of which would indicate that things can be bettered, or those recommendations would not be made.

Mr. McINTOSH. I shall make some recommendations myself, and I believe that they will be timely. I believe that the management of the work is not clearly in the minds of the committee. We have no director. That place is not filled and has not been since Dr. Prosser left the board.

The CHAIRMAN. I think every member of the committee is aware of that.

Mr. McINTOSH. We have the chiefs just as they were before Dr. Prosser left us.

The CHAIRMAN. The personnel is not the same?

Mr. McINTOSH. No, sir; but I say that the office of chief of one and the office of chief of the other division are just as they were then. The board itself or the standing committee and the board are functioning or attempting to function as the director. I am going to make a recommendation with respect to that, and I think I had as well do that now. It seems to me that it is going to be very necessary to have a director who is sufficiently separated from the details of the work that he can administer it as a real executive. I am going to admit frankly that there is some difficulty in a four-headed board arriving at prompt and correct decisions as to what should be done. There is also difficulty in having a chief given entire authority, because the chief is in such immediate contact with the intricate detailed work of the board and with the personnel that he becomes

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somewhat obscured as to larger and more general view and as to the question of managing the thing in its large proportions and the large general policies with respect to the work. There is this difficulty, too, that grows up, as you men well know: Where a man is in intimate contact with the staff and with the details of the work he establishes friendships necessarily, because he works into the organization the men that he has confidence in. Otherwise they would not be there——

The CHAIRMAN (interposing). Will you state upon whose recommendation we omitted any language providing for a director when Dr. Prosser left?

Mr. MCINTOSH. It was felt by the board that we did not want a director at that time.

The CHAIRMAN. I understood so.

Mr. MCINTOSH. We felt that we did not.

The CHAIRMAN. What I wanted to get at to satisfy myself and other members of the committee was this, that the discontinuance of the director was not the order of Congress.

Mr. MCINTOSH. It has been very valuable to us that that responsibility was placed with the board, but at the present time I am going to say we are now at a place where we need a director who can administer over here at the administration building, the Maltby Building, and who is sufficiently separated from the work that he can give his entire time to the consideration of the work in its large and more general aspects, and he ought to have a mind like a triphammer.

The CHAIRMAN. It is past 12 o'clock, and we will have to take a recess until 2 o'clock.

(Thereupon the committee took a recess until 2 o'clock p. m.)

AFTER RECESS.

The CHAIRMAN. The committee will please come to order. Mr. McIntosh, you may resume.

Mr. MCINTOSH. I was just indicating, at the close of the morning session, what I think to be a necessary move on the part of the board, and that is to again name a director. I believe the qualifications of that man should be dual. He should be a good, first-class business man, to begin with, and also should be a man of broad vision with respect to education. The magnitude of this work seems to suggest the desirability of having a man as chief who is in immediate contact with the personnel and with the details of the work. Then, again, it seems that there should be some one who is looking at this in its broader outlines.

The CHAIRMAN. Are you speaking now of the chief or of the director?

Mr. MCINTOSH. I am speaking now of the necessity for a director.

The CHAIRMAN. Why, Mr. McIntosh, did we discontinue the director?

Mr. MCINTOSH. In the first place, Mr. Chairman, it did not seem to meet with the approval of Congress that we have a man on a $10,000 salary. I think we were criticized time and again for keeping a man at that figure. Then, again, it appeared to the standing committee that gradually the responsibility for the entire work had centered in the director.

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The CHAIRMAN. Is not that just what you have been recommending?

Mr. MCINTOSH. Not so, Mr. Chairman; I am speaking here of a director for rehabilitation; I am not talking of a director for both divisions of the work.

The CHAIRMAN. Are you not recommending that we resume the position of director for both divisions?

Mr. MCINTOSH. No, sir.

The CHAIRMAN. Then I misunderstood you.

Mr. MCINTOSH. No, sir. I think the importance of this work will justify the naming of a man as director who, as I said, should be a strong man in business administration.

The CHAIRMAN. The director of rehabilitation?

Mr. MCINTOSH. Yes, sir.

The CHAIRMAN. You have not any director of that division?

Mr. MCINTOSH. No; we simply have a chief of the division.

The CHAIRMAN. You are differentiating?

Mr. MCINTOSH. Yes; we do differentiate between director and chief.

The CHAIRMAN. Why have you no director? Can you not have under the law?

Mr. MCINTOSH. We can have under the law; yes, sir.

The CHAIRMAN. Mr. Towner offers a good inquiry. What is the difference whether you call him chief or director?

Mr. MCINTOSH. There is no particular difference. The organization was planned in this way: That each division should have a chief—you can call him director if you please—and then over both divisions there was a director; there was a director over all the general work of the board.

The CHAIRMAN. In using the term "division," you mean rehabilitation for one and vocational education for the other?

Mr. MCINTOSH. Yes, sir.

The CHAIRMAN. So that you have just two divisions in the sense you are using the word "division"?

Mr. MCINTOSH. Yes, sir; that is the idea.

The CHAIRMAN. Who is the chief of vocational education?

Mr. MCINTOSH. Mr. Hawkins is the chief of the vocational education division.

The CHAIRMAN. Hawkins is chief of the vocational education division and Lamkin chief of the rehabilitation division?

Mr. MCINTOSH. Yes, sir. Now, there was a director who occupied a position between the board and the chiefs; that position has never been filled since Dr. Prosser left of his own accord to go back to the institution from which he was loaned to the board.

The CHAIRMAN. And you think we ought to have a director now?

Mr. MCINTOSH. I think so because, as I was about to state at the close of the morning session, there is need of some one who is looking at this constantly in its broader outlines.

The CHAIRMAN. Where did you get the idea that Congress was looking with disfavor upon that?

Mr. MCINTOSH. I should qualify that, I think, by saying some Members of Congress, because——

The CHAIRMAN (interposing). You had better say a committee of Congress, because I can imagine that the Appropriations Committee

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might have raised some question, but I have never heard it on the floor.

Mr. McINTOSH. A question was raised in the Appropriations Committee and our attention was called to it repeatedly.

The CHAIRMAN. How would you get a man with the qualifications you have stipulated to perform both services for a small salary?

Mr. McINTOSH. You can not do it. We are going to have to go back to the idea of paying whatever salary it requires to command the services of that sort of a man.

Mr. TOWNER. I can not quite see why there should be any necessity for a director between the board and the two chiefs. That makes an intermediary and puts the work more indirectly under the control of the board, and I can not see why there should be any necessity for this additional man. The general board has three active members, who are devoting all of their time to the particular work. Now, to have each one of the chiefs under the necessity of bringing matters before an intermediary between them and the board, and presumably having to secure his approval before matters could directly reach the active members of the board who would pass upon them, it seems to me would result in unnecessary delay.

Mr. McINTOSH. That would expedite the matter.

Mr. TOWNER. Just show us how, please.

Mr. McINTOSH. There are three members, as you say, who are active constantly on the standing committee; a matter comes up for quick decision; you have got to get the decision of three men; two of them have to agree and it is not always that they do agree.

Mr. TOWNER. Well, right there allow me to make this suggestion for your consideration: If a matter is of inconsiderable importance the chief decides it and that ends it; it would only be things that he believes necessary or proper for the consideration of the standing committee that he would bring before the standing committee. Now, in case you have another man there let us see what would be the condition. The chief would determine for himself whether he thought the matter was of sufficient importance to be referred to the director and the director would then determine whether he thought the matter was of sufficient importance to be considered by the standing committee. It occurs to me that still you do not show that that would facilitate business or in any way improve the situation.

Mr. McINTOSH. Let me cite you a case to illustrate what I mean. We have set up in this organization two sections, a training section and a placement section; I contend that that ought to be in one section, a training section; it is all training and there is not the need of differentiating there and having two section heads; that work ought to be placed in one department. I think it is generally recognized among the staff members that that might have been done at the beginning and have been better for the work had it been done.

Mr. TOWNER. Why do you not do it now?

Mr. McINTOSH. We have three men to consult now and we have two section heads; they are in immediate contact with the chief; he has established a relationship with them and has laid out plans of work; then there are members of the staff and you have got to select one of those two to head up the training section, and if you consolidated or brought them together and put one over the two as superintendent of the training section, somebody needs to be in a posi-

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tion, as I say, to look at this thing in its more general aspect and when improvements of that sort can be made, after consultation with the standing committee and the chief then, if there is disagreement on some point, he has authority to decide, and he decides in an impartial way, holding the final outcome of the work only in the forefront of his mind, and it is carried out.

Mr. TOWNER. That would be placing your director above your standing committee, and you certainly do not mean that?

Mr. MCINTOSH. No; I do not mean to put the director above the standing committee by any means, but I mean that the director would be in close touch with the standing committee and would be able to administer the thing, I think, in a more impartial way.

Mr. TOWNER. I can not understand how he could be any more in close touch with the standing committee than your chief is now.

Mr. MCINTOSH. The chief has to be in close touch with the details of the work, I think, in order to be of the greatest use as an administrator. Now, we have a good chief. I am not saying this in criticism of the work of the chief because we have an efficient chief, but I have sometimes thought it would be a relief to him to have a decision made by some one who is looking at it from its broader outlines.

Mr. TOWNER. Let him take it before the standing committee, because that is what they are for. I confess I can not understand how it is going to be of advantage to you to have the chief referring a matter to somebody above him instead of directly to the board. I do not see why he should refer it to somebody whose attention is upon both of these propositions and then have him, perhaps, refer it to you. It seems to me that, inevitably, would result in delays. Of course, that is only an impression, but it occurs to me that that is the idea which would probably be taken of it by Congress if it were put up to them. Of course, it would require congressional action.

Mr. MCINTOSH. I do not think it would require congressional action to have that done; and I am simply suggesting that this would be one thing to improve the work.

Mr. TOWNER. Under the present limitations it might.

Mr. MCINTOSH. Oh, yes; under the present salary limitations. Now, here is the idea: Some of us have seen the necessity of taking some action with respect to the New York office; we saw weeks ago and months ago that certain things ought to be corrected there. Some of us are appreciating the fact that there is a heavy load to be carried in Chicago.

Mr. TOWNER. You say some of you, and do not let us leave the New York office for the present. Do you mean the members of the standing committee?

Mr. MCINTOSH. Yes, sir.

Mr. TOWNER. Well, why do you not act? You are the supreme authority; there is nothing to prevent your acting, and a matter of that importance would be referred to you in any event, even if you used an intermediate director between the chief and you. Suppose the chief recommended some change in the New York office. If you had an intermediate director, a matter of that importance would be referred ultimately to you, and how would it help you in a case of that kind to have a director?

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Mr. McINTOSH. In this case it is not recommended by the chief; it is recommended by one member of the standing committee that something should be done to stabilize the New York office.

Mr. TOWNER. Well, if it is just one member, of course, he could not accomplish anything; but how could you accomplish anything with a director?

Mr. McINTOSH. Well if a director, with one voice, could give that order——

Mr. TOWNER (interposing). If two members on the standing committee were against it, the standing committee would have to say to the director, "You can not do that."

Mr. McINTOSH. I appreciate that.

Mr. TOWNER. A majority of the standing committee has to determine such a question ultimately, and you have that power now. Of course, one man can not do it as against the two other members of the standing committee, and you can not help that situation; but the one man ought to prayerfully, conscientiously, and persistently present the matter to the other members and try to induce them to take his view, or one of them. However, it occurs to me that that condition would exist in exactly the same way as it would now, even if you had a director.

Mr. McINTOSH. It does occur to me that if we had a man who was well worth the $10,000, if that were the salary he was paid, that he would be of service to both the chief and the standing committee in exposing the necessity for such moves.

Mr. TOWNER. Well, I do not know. Of course, my impression may be wrong, but I doubt whether you would ever be able to induce Congress that that was the wise thing to do.

Mr. McINTOSH. Well, I doubt that myself. I think it should be said here, since I am discussing the question of the director, that it was not because we did not appreciate the services of the former director that that office was discontinued. Dr. Prosser, in a good many ways, was a wonderful man; he was a constructive and tireless worker, and it would be entirely unfair, I think, that any statement from me with regard to this work—being the new member on the board—should pass without mentioning the great credit that was due to these men that were here before me and who were pioneers in this work.

The CHAIRMAN. I understand he left of his own accord.

Mr. McINTOSH. Certainly; absolutely so. Now, I wish to take up a few recommendations and submit them in an informal way. I think we are going to be obliged to be released from the salary restrictions.

The CHAIRMAN. Well, we have had that presented to us from many sources.

Mr. McINTOSH. I wish to suggest that the Kahn bill, or some other measure tending toward that end, be pushed; that is, to give us the privilege of taking over for our use only such cantonments and other Government buildings as we need to use in this work. Some arrangement should be made with respect to the civil-service requirements. We are going to have to go at a very much accelerated speed in picking up staff officers and we are going to be obliged to do it now. The inducements that are going to be offered and now provided through the public schools of the country will prevent a great

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many men whom we could use from making application for work with this board if they are obliged to go under a civil-service examination and forms before they come on to the work.

The CHAIRMAN. Specify definitely what you want us to do on the civil-service matter.

Mr. MCINTOSH. I should like to make a recommendation in writing, if you will give me a chance to submit it later to you.

The CHAIRMAN. Very well.

Mr. MCINTOSH. In a general way it is this, Mr. Chairman: We will need considerable leeway in the picking of men upon the moment if we increase the staff of placement and training officers to the extent that we now contemplate. When we find a man who is ready to take employment with us we have got to say two things to him; we must tell him when he can take up the work and what salary he may expect. The present situation is, "You may go on at $2,400 or something less than $2,500." A man will ask, "Is there any prospect of advancement?" We must say "None." "When may I go to work?" "After you have passed the civil-service examination and have been certified as a placement or a training officer." He leaves us and does not return; he has a position at some place which he can get without examination and with a prospect of promotion with respect to salary. I will submit to you, as I said, a written statement on that, because I want to be very careful as to the number of men I think should fall under the lower limitation and those in the respective salary classes above that.

The CHAIRMAN. Do you need any additional law to relieve you of inefficient men or women that you might find in your employment?

Mr. MCINTOSH. Yes, sir; there ought to be an extension of an opportunity there to immediately act and get results. We need something of that sort, because this is a special and temporary work and time is the greatest factor in the thing; economy of time. I should suggest the necessity of a rotating or loaning fund provided by Congress. I think that ought not to be left to the benevolence of certain private institutions.

The CHAIRMAN. And you think half a million dollars ought to be provided?

Mr. MCINTOSH. I do; yes, sir.

The CHAIRMAN. I asked you this forenoon to make a statement about that so that we might act.

Mr. MCINTOSH. I will do that.

The CHAIRMAN. We must have sufficient data so that we can convince Congress as to any recommendation we may make.

Mr. MCINTOSH. I suggest, following up the suggestion of the chief, a closer coordination of the work of the three bureaus. I am not suggesting consolidation, but I am leaving that for the wisdom of Congress and this committee to recommend.

The CHAIRMAN. That closer relationship is not a matter of law?

Mr. MCINTOSH. No.

The CHAIRMAN. Not unless we centralize it.

Mr. MCINTOSH. I suggest the necessity for that. I also have thought it would be a wise provision if some special organization or committee would have charge of the various laws and plans relating to soldiers. Without that I think there must be some confusion in respect to them, and that was suggested by the chief.

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The CHAIRMAN. What do you mean by that—that all resolutions introduced in Congress go to one committee?

Mr. MCINTOSH. I think there ought to be some way to focus all bills and resolutions.

The CHAIRMAN. Well, we have that jurisdiction. We amended the rules of the House so that all bills pertaining to remedial legislation for soldiers go to one committee.

Mr. MCINTOSH. Well, I was not aware of that, Mr. Chairman, so that probably takes care of that. Now, I am going to raise a question that you mentioned this morning, and that is the question of eliminating section 3 and giving vocational training to all men who might receive a 10 per cent disability and thus get compensation from the War Risk. I am not going to recommend that that be done but I am going to raise certain questions which I think your committee and Congress need to consider.

The CHAIRMAN. The committee wants to know, Mr. McIntosh, why men in your position of authority, to whom we must look, say you will not recommend.

Mr. MCINTOSH. If you will give me an opportunity to raise these questions I think it will be clear why I do not recommend. In the first place, I should not recommend a law covering a proposition whose limits I have no way of ascertaining; no man knows what that number of men would be and, I take it, no one is in position at this time to make anything like an accurate estimate as to the number of men who would come within the law if it were passed. I am going to refer to the number of men who were disabled in one way and another, and I think some member of the committee asked the other day for some information along this line. If you will allow me I will quote from the letter of the Director of the War Risk in relation to a total of 513,500 men who were discharged from the Army as disabled, classifying them with respect to their disabilities. The number of men who had disabilities of a nervous and mental character was 76,588, or 14.90 per cent of the total of 513,500.

The CHAIRMAN. Would that mean they are all receiving compensation?

Mr. MCINTOSH. No, sir.

The CHAIRMAN. It does not?

Mr. MCINTOSH. No, sir. The number of men who were discharged with disease of bones and organs of locomotion were 73,879, or 14.40 per cent; the number of men who were discharged with diseases of the circulatory system was 69,520, or 13.50 per cent; tuberculosis, 46,310, or 9 per cent, and to which, I fancy, has been added the persons who suffered with respiratory troubles and throat troubles, 14,020, which would bring the number well up to the figures that have been submitted here; disease of digestive system, 44,970, or 8.80 per cent; disease of the eye, 41,236, or 7.90 per cent; general diseases, 36,303, or 7.05 per cent; venereal diseases, 32,720, or 6.45 per cent; unclassified, 22,847, or 4.10 per cent; diseases of the ear, 19,882, or 3.90 per cent; congenital malformation and ill-defined diseases, 19,116, or 3.90 per cent; diseases of gentro-urinary system, nonvenereal, 6,549, or 1.30 per cent; diseases of the skin and cellular tissue, 5,299, or 1.05 per cent; infectious diseases, 2,448, or .45 per cent; disease of nasal fossæ, 1,261, or .25 per cent; disease of throat, 490, or .10 per cent. He adds here that while a classification of wounds, per se, does not here appear,

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wounds are to a great extent included under one item or another, particularly disease or condition of bones and organs of locomotion. Included in this estimate is a number of disabled service men, 200,000 in round numbers, who were accepted by the draft and afterwards found to be unfit by the camp surgeons. In view of the fact that it took nearly 25 years for the largest number of the disabled of the Civil War to float to the top, I think we have here an unknown quantity that is going to be much larger than most people suspect.

Mr. TOWNER. Let me ask you a couple of questions right there: Are the 200,000 you spoke of in addition to the 613,000?

Mr. MCINTOSH. No, sir.

Mr. TOWNER. And not all of those men, the 200,000 and the 613,000, classified so as to determine whether or not they have a 10 per cent disability?

Mr. MCINTOSH. No, sir.

Mr. TOWNER. How is that determined and when?

Mr. MCINTOSH. That is determined by the War Risk Bureau, and there are a great many of the men not included in this number that were discharged sound and who afterwards turned up unsound and with disabilities.

Mr. TOWNER. Here is the proposition that I want information about: The 613,000 are not given ratings for disability compensation until they make application, are they?

Mr. MCINTOSH. They make application; yes, sir.

Mr. TOWNER. That is not given to them until they make application?

Mr. MCINTOSH. As I understand it. That is a matter for the War Risk Bureau.

Mr. TOWNER. Do you know how many of the 613,000 have made application and had their disability ratings given?

Mr. MCINTOSH. I think about 125,000.

Mr. TOWNER. Only 125,000?

Mr. MCINTOSH. It seems to me about that, but I am only speaking of what I have heard.

Mr. TOWNER. Only 125,000 have had their disability ratings passed upon?

Mr. MCINTOSH. That was the last information I had with respect to the number that have been awarded compensation, but cards were made out and given to us that we might send them to the districts so that they could establish their right to section 3 training to the number of 100,000, in round numbers. Who knows how many of the boys waived their disability when they were discharged, because they were anxious to get home, and were discharged as sound from the Army?

Mr. ROBSION. This would be indicated upon the discharges?

Mr. MCINTOSH. Yes, sir; as I understand, this was taken from the discharges; 513,500 were discharged as disabled, but a great many disabled boys were discharged as sound.

Mr. TOWNER. Was the number 513,000?

Mr. MCINTOSH. 513,500.

The CHAIRMAN. It is true also that when the soldier is discharged he may be discharged as one without disability, but later on something may develop?

Mr. MCINTOSH. Precisely so.

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The CHAIRMAN. I presume we will have a good deal of that?

Mr. MCINTOSH. Yes, sir; who knows? In reply to the statement awhile ago that a man in the position of a member of the board ought to be able to give a specific recommendation with respect to this proposition, taking everything into consideration that I think ought to be taken into consideration, it is my candid opinion that half a million men would be a better estimate than the estimate that has been submitted to you of 125,000.

Mr. ROBSION. I might suggest that a great many claims have been allowed, for instance, in favor of Spanish-American War soldiers, and before such pension claims are allowed it must be shown to the satisfaction of the committee that the soldier's disability was due to his service.

Mr. MCINTOSH. Yes, sir.

Mr. ROBSION. And that service was twenty-odd years ago?

Mr. MCINTOSH. Yes, sir. It is often shown that that is true.

Mr. ROBSION. In nearly all of those claims the allowance is based upon the proposition that the soldier can only get the relief upon the idea that the disability was incurred in the service, and that service was rendered twenty-odd years ago?

Mr. MCINTOSH. Yes, sir. We had, in round numbers, 1,000,000 men who were attacked with "flu" in the Army, and it is the opinion of some doctors that that disease will carry many after effects, and that even after the soldier seems to be cured of the disease, in one way or another he may sustain certain constitutional disabilities that will afterwards show up. This fact alone that I referred to of boys who, because they were anxious to get out of the service, waived their disability entirely and represented themselves as sound—nobody knows what that number is.

The CHAIRMAN. That testimony could only be of importance to us now in determining how long this rehabilitation work may continue.

Mr. MCINTOSH. Yes, sir; it would involve the expense. Somebody put in an estimate here that the total expense of an amendment of that sort would be covered by $450,000,000.

The CHAIRMAN. Counting four years?

Mr. MCINTOSH. Yes, sir; and I raised the question concerning that estimate. Can anyone disprove that it would not take $1,000,000,000? Of course we know that you are not standing on the dollars, but you do want the facts. I am simply raising the question here that I think no one is in a position to give you the information that I believe you would necessarily want in order to come to a conclusion as to what to do with respect to that.

The CHAIRMAN. The committee will expect you to give an opinion to us, and an official one, as to whether you think it wise to eliminate section 3 and make all of those people eligible for training.

Mr. MCINTOSH. I am not persuaded that it is wise at this time. You understand that I am strongly in favor of as much education as this Government will see fit to give.

The CHAIRMAN. That should go without saying.

Mr. MCINTOSH. I think that should go without saying. The question should be considered as to what effect treatment of that sort would have on the more seriously disabled men—that is, those who are in training and who are seriously handicapped. Would the ac-

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ceptance of a load of 300,000 men, which number, I think, might really be the minimum if that restriction were removed—would that work an injury to the men who are seriously handicapped and ought to have immediate attention and ought to be rebuilt and put back into civil life? Would it do an injury to the boys and girls who are in the regular schools? For instance, if the number should mount from 300,000 to 500,000, would the educational facilities that we have in this country be sufficient? Could we do the work at this end of the line without doing injury at the other end? When we took over that load, could we do it without embarrassing the regular school work in the country? I hope that we can with certain leeway given us through the cantonments, war hospitals, etc.

Mr. TOWNER. I confess that I am a little bit mixed as to those figures. Now, you say that 513,500 men were discharged from the service with disabilities?

Mr. MCINTOSH. Yes, sir.

Mr. TOWNER. How many men have you had contact with?

Mr. MCINTOSH. In round numbers, 200,000.

Mr. TOWNER. That would reduce it to 300,000, would it not?

Mr. MCINTOSH. It would not reduce it.

Mr. TOWNER. It would reduce the number of those who have been discharged with disabilities. You have already had contact with 200,000 of them, and that would reduce the number down to 300,000.

Mr. MCINTOSH. Yes, sir. That is the number that we have yet to have contact with.

Mr. TOWNER. Now, I understood you to say that there had been only 125,000 men of the 513,000 that have asked the War Risk Bureau for disability ratings. I can not quite understand that.

Mr. MCINTOSH. I think there has been only that many awards made for compensation.

Mr. TOWNER. Do you mean that you have had applications for training from 75,000 more men than have been given disability ratings by the War Risk Bureau?

Mr. MCINTOSH. The contact with the men seems to bear out that conclusion, as far as contact is concerned.

Mr. TOWNER. Now, suppose that is all true; suppose the 125,000 men are included in your 200,000 men: That would leave 300,000 men to be considered as possibilities. How can you arrive at the conclusion that those men would ask for training when they have not asked first for disability ratings?

Mr. MCINTOSH. I think that the men are continuing day by day to ask for disability ratings, and I think that will continue until it mounts into enormous figures. They have not stopped by any means, but that work is going on like our work, from one figure to another.

Mr. TOWNER. It seems to me that it is a very small proportion of the 500,000 men that were discharged with disabilities or on account of disabilities, when only 125,000 have even asked for compensation.

Mr. MCINTOSH. I wish you would not say "asked," but I wish you would say "have been awarded." It may be that a large number of the remaining 375,000 have made application for compensation, but it has not been decided upon yet by the War Risk Bureau.

Mr. TOWNER. I confess that I can hardly see the explanation of that, unless it may possibly be that when they were discharged for

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disability it was on account of temporary disabilities from which they are entirely recovered.

That is all, Mr. Chairman.

Mr. BURROUGHS. Going back for a moment to this recommendation you made in regard to the director, I want to see if I get your thought in my mind: I understood you to base your recommendation for a director upon the fact that in your judgment it was necessary that there should be some person a little bit further removed than is the chief from the personnel and from the details of the work, your idea being that such a person would be able to take a wider, broader, and more impersonal view of the situation from an administrative standpoint.

Mr. MCINTOSH. That was the idea I was trying to convey precisely.

Mr. BURROUGHS. Now, that would mean that from your standpoint it would not do to put the functions of such a person, or confine the functions of such a person, with those of chief, and he would have to be a different official?

Mr. MCINTOSH. Yes, sir.

Mr. BURROUGHS. Your position with reference to the standing committee assuming and exercising these functions would be that that is not feasible because, as I understand you, that is a three-headed body, and, therefore, can not function so easily and so rapidly as an executive or as one individual could do.

Mr. MCINTOSH. The standing committee is really composed of four members. The commissioner of education is a member of the standing committee. The idea that you have just now expressed is the idea I intended to convey; that is, that a decision would not be arrived at as readily and the work could not be pushed as speedily under that quadruple arrangement.

Mr. BURROUGHS. This thought occurs to me: Assuming that to be exactly true, would it not be possible for the board itself to assign to some one member of the board those particular functions, so that, generally speaking, in general operations, the board itself, as a board, would not pass upon them and the standing committee would not pass upon them, but the one particular member would pass upon them, and would, under ordinary circumstances, have the authority granted to him by the board itself to take action? Might not that be done and avoid the employment of another official, or high-salaried official, and at the same time reasonably well meet the situation which you have outlined?

Mr. MCINTOSH. I have thought of that very proposition, and had hoped that I might be in a position to recommend that to the standing committee; but up to this time I have not felt that I could do so, and I have made the other suggestion. I really do not know whether any one member of the standing committee would feel like assuming that particular job, and, anyhow, I have not made that suggestion to the standing committee.

Mr. BURROUGHS. Do I understand you now to say that it would be your judgment that such an arrangement as that would not be feasible?

Mr. MCINTOSH. I am afraid it would not be. Such an arrangement exists—precisely such an arrangement exists under the Smith-Hughes Act.

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Mr. BURROUGHS. If it has been worked out, as you say it is being worked out now under the Smith-Hughes Act, why could it not be equally well worked out in this manner?

Mr. MCINTOSH. The Smith-Hughes work naturally suggests that way for administration. I, as the agricultural representative of the board, pass upon all propositions that come within the field of agriculture, and in consultation only I use the other members of the committee. They, in turn, take up the work for which they are responsible in their various fields. This work is gigantic; it has to be put forward with such speed, it requires such a combination of qualifications, and requires such decision and comprehension of the various phases of the work, that I have not yet thought that it was a feasible recommendation.

Mr. BURROUGHS. Is your conclusion in that regard based upon your belief that no member of the standing committee would be capable of meeting that test?

Mr. MCINTOSH. I should not draw that conclusion at all, but I think that what I said a while ago covers the point; that is, that coupled with certain other various duties that each member of the standing committee is obliged to discharge, I did not think that any one member of the standing committee would feel like accepting that responsibility.

Mr. BURROUGHS. Of course, my suggestion would assume that such a man would be relieved from substantially all other functions and duties.

Mr. MCINTOSH. I do not see how that could be done now with the other divisions of the work. It might possibly be done, but, as I say, the way I have been looking at it has not caused me to make that suggestion.

Mr. BURROUGHS. That is the only matter that occurs to me, Mr. Chairman.

The CHAIRMAN. Mr. McIntosh, do you recall any business relations your board had with the school of engineering in Chicago?

Mr. MCINTOSH. Yes, sir; known as the Branch School.

The CHAIRMAN. Yes; Joseph G. Branch School.

Mr. MCINTOSH. Yes, sir.

The CHAIRMAN. Have you the information with you—I would like to get the character of that contract if you have it?

Mr. MCINTOSH. I have all the information here. First let me say that that matter was gone into. This was a private institution and had a contract from the Navy Department to do training work and placement work during the war, and considerable work was done by Mr. Branch along the line of training men for certain service in the Navy. He had the privilege of placing them upon the boats that were plying to and fro on the Lakes, and I understand that he did a good piece of work in that way during the war.

The proposition was put up by Mr. Branch when we undertook the rehabilitation work to give him a contract to train men—to train soldiers in Chicago in the rehabilitation work. We sent our Mr. Fuller, who is now district vocational officer at Philadelphia, over to investigate that school and to make a report on it. I have the letter here from Mr. Fuller with respect to that.

The CHAIRMAN. You do not need to do more than just give us what was decided upon.

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Mr. McINTOSH. Well, it was decided after this inspection to give him a trial, and we entered into a tentative contract with Mr. Branch to send certain classes of soldiers out to his school, and we did. But it was an unsightly place; the institution was an abandoned hotel, as I understand it from reports that were given by our men who were there; little equipment was furnished and our boys did not take to the school at all. He insisted on larger numbers. We then sent Mr. Holder, of the standing committee, to Chicago to investigate his school and make a report. Mr. Holder went over to the school and examined it. He found little equipment; he found the premises unsightly; the boys did not like to be quartered there, and in substance Mr. Holder reported to the standing committee that it was an untenable proposition; that it would not be fair to the boys to assign them to that institution.

We had our district vocational officer, Mr. Sylvester, to advise us continuously with respect to the institution, and his advice was that the institution was not equipped and that it would only be a make-believe to send boys there for training.

The matter was insisted on by Mr. Branch; he came to Members of Congress; he wrote letters to the board, and finally we took the matter up in full board meeting. I have a letter here from Secretary Houston, who was then chairman of the Federal board, and if you care I will read that letter, which was written after the details concerning this institution were thoroughly discussed.

The CHAIRMAN. That is the letter to the chairman of the board?

Mr. McINTOSH. Yes, sir.

The CHAIRMAN. I think we had better have it read.

Mr. McINTOSH. This is dated November 22, 1919:

Mr. JOSEPH G. BRANCH,
Director School of Engineering,
3800 Lake York Avenue, Chicago, Ill.

DEAR MR. BRANCH: I have your letter of November 12. The board at its meeting on November 20 gave very careful consideration to the matter of the use of your school in connection with the vocational training of disabled soldiers, sailors, and marines under the terms of the Federal law. It had before it all the correspondence and also the special report of Mr. Holder, a member of the board, who recently, at my request, made a personal inspection and investigation of the school.

The board has been compelled to reach the conclusion after reviewing all the circumstances in the case that the school is unsatisfactory, and that all relations with it should be terminated on November 30, 1919. Instructions to this effect accordingly have been transmitted to Mr. Charles W. Sylvester, district vocational officer, 220 South State Street, Chicago.

Very truly, yours,

DAVID F. HOUSTON, *Chairman.*

Then follows the short note to Mr. Charles W. Sylvester, district vocational officer, Chicago, Ill.:

DEAR SIR: Please note attached copy of letter sent to-day to Mr. Joseph G. Branch, director of the school of engineering, 3800 Lake Park Avenue, Chicago, Ill. You will terminate all relations with this institution at the earliest possible date, in any event not later than November 30, 1919.

We shall expect you to properly and promptly dispose of all existing obligations with this institution and report when concluded.

Also from Chairman Houston.

The CHAIRMAN. Is there anywhere given the reason for closing—for terminating the relations other than upon the report of the men that were sent there?

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Mr. McINTOSH. That in connection with the continuous reports that we were getting from the district vocational officer at Chicago.

The CHAIRMAN. Mr. Branch complains that it virtually closed the school and there was no statement made as to why.

Mr. McINTOSH. As I understand it, Mr. Chairman, we had at no time more than 25 or 30 students there.

The CHAIRMAN. He has submitted here a great list of testimonials from quite a number of disabled men who have been in training; all of them rather to the same import—satisfactory work.

Has he made any claim against the board financially?

Mr. McINTOSH. Not that I know of.

The CHAIRMAN. Has he appeared here before the board—here in Washington?

Mr. McINTOSH. Not before the board. I think he complained to Dr. Prosser, even before Dr. Prosser left the service of the board.

The CHAIRMAN. Was Dr. Prosser the one that made the contract?

Mr. McINTOSH. I think he was; yes, sir.

The CHAIRMAN. Do you know whether he was satisfied—did you ever hear him say whether he was satisfied with it?

Mr. McINTOSH. Well, I heard him say that the work was not progressing well there.

The CHAIRMAN. Mr. Branch claims that he had men in the building who were living there without anything to pay for their room or their meals, and that he supplied money to them.

Mr. McINTOSH. He tried to maintain the institution on a dormitory plan—to house and shelter the students.

I should say this: There would be no reason for the board discontinuing sending students to an institution of that sort if it were equipped and ready to receive them, because that is just exactly what we are in need of—facilities of that sort.

The CHAIRMAN. Mr. McIntosh, has this incident anything whatever to do with the resignation of Dr. Prosser?

Mr. McINTOSH. Nothing at all that I know of.

The CHAIRMAN. I would say to the committee at this point that there are quite a number of delayed items that have come from Mr. Lamkin and Mr. Clark, with the request that they be included in the proper place, and most of them are such as we requested when they were here.

Mr. TOWNER. Just at this point—it might as well be done here now as any time—I think unless there is objection from the other members of the committee it should be considered that the committee give to Dr. Fess the power to place in the record, to be printed as part of the record, any letters, documents, or other material that he has and which he thinks ought to be placed in the record for publication; and that applies as well to the matters that have been requested to be furnished by the board. Unless there is some protest, I think that that should be considered the action of the committee.

The CHAIRMAN. Thank you.

Mr. McIntosh, the committee, especially the chairman, has received a great many letters from very many directions, all of them having the same import: A statement that the work has been satisfactory to them and a request that nothing be done to cut off the support of Congress of this work. Can you account for the letters coming with

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that import, especially the latter—that Congress continue to give its support to the rehabilitation?

Mr. McINTOSH. I can not account for it, Mr. Chairman. I can say this, that nowhere, under any circumstances that I can remember, have I solicited any letters or importuning on the part of anybody for that end.

The CHAIRMAN. It is quite evident that some one attached to this work out in the districts has done it, because otherwise I would not know how to explain these letters.

Mr. McINTOSH. I certainly know nothing of it.

The CHAIRMAN. What I wanted to correct—and what necessitated an answer to the letters—was the suspicion that Congress might withhold its support from this work, which would be not only very unfortunate but really a very unfair inference to get before the public.

Mr. McINTOSH. I want to volunteer a statement unsolicited and not talked over between us in any way, concerning Mr. Munroe. He needs no brief from me, but I think it is due him since the charges in one particular place demand his removal, to say that I have never seen a man interested in any cause more committed to it than Mr. Munroe is to this. He certainly has his heart and soul in it, and gives of his time and money to the end that the great work for the soldiers shall be put over in the very best way.

The CHAIRMAN. In selecting your man, how much care has been given to finding the very best man that the salary should command?

Mr. McINTOSH. As evidence of our watchfulness along that line, Mr. Chairman, I shall speak of the chiefs of rehabilitation.

Dr. Chandler, who was the first chief of the division, is now president of William and Mary College, indicating the caliber and character of the man that we had in the beginning. His successor was Lester H. Smith, who is now dean of Indiana University. His successor is the present chief Uehl Lamkin, who was formerly State superintendent of public instruction of the State of Missouri, and whom you all know.

Now, it seems to me that with respect to the choosing of men for this particular position that that indicates a very careful investigation before the selection.

The CHAIRMAN. Do you have in your employ people that ought not to be in the employ of the board?

Mr. McINTOSH. Oh, I have no doubt of that, sir.

The CHAIRMAN. Well, to your knowledge?

Mr. McINTOSH. I don't remember now just being able to put my finger on any particular individual.

The CHAIRMAN. Suppose that there would be a controversy in an office that ought not to exist, how would you end it?

Mr. McINTOSH. Well, the standing committee upon knowledge of such a condition would inform the chief, or ask the chief if he had knowledge of such a condition. If he answers "yes," the standing committee would say, "Well, we hope that you will make haste to clear that situation up." Now the chief is overburdened with work and details. He will come to that in time, but I think sometimes that he doesn't reach it soon enough.

The CHAIRMAN. Suppose there is a situation, for example in the Cincinnati office; would you have anything to do with it—some situation that ought to be corrected?

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Mr. McINTOSH. Two or three times I have called the attention of the chief to the Cincinnati situation. I know that there is some discord there, and I have insisted on his looking into the matter and doing what he thought was best to remedy the situation. He called me up yesterday, Mr. Chairman, with respect to the Cincinnati situation, and asked if I would approve—I think, made the statement that he had recommended the transfer of a certain young lady from the Cincinnati office to some other district office, and I said I thought that that would be a good thing to do if she could be of greater service in the other office, or of as great service as she was there, I was sure that it would remove a source of trouble that existed. I also called his attention to the fact that that was not the whole of the discord there and that some steps ought to be taken to iron out the situation completely, and he assured me that he had made arrangements with a former district officer to go down to Cincinnati at once or soon and take the matter up.

The CHAIRMAN. If there is a transfer from one office to some other place, what is necessary? What is the routine of it? Does the party have to get the consent of the one who is his superior? Suppose that I was in the employ of the board in the Philadelphia office and there was some dissatisfaction and I had asked to be transferred out of that office to some other place; to whom would I go?

Mr. McINTOSH. You would need to have a request from the office to which you were expected to be transferred, asking that you be transferred to that office.

The CHAIRMAN. That is a requirement—a regulation, isn't it?

Mr. McINTOSH. Yes, sir.

The CHAIRMAN. What would I have to have from the person whom I am serving under?

Mr. McINTOSH. You would have to have his approval.

The CHAIRMAN. Now, suppose we have this situation in an office: There is a party dissatisfied, and not only is that party dissatisfied, but the one under whom he is serving is also dissatisfied; another party in another office has made a request to have this man transferred to his office, and it requires the approval of the one now being served to indorse the transfer, but it also requires that one to say that this party is capable, and he refuses to say that he is capable because he believes that it is not the truth. What are you going to do in a case of that kind?

Mr. McINTOSH. Then the party desiring the transfer has an appeal to the chief, and from the chief on to the board.

The CHAIRMAN. I can not imagine, Mr. McIntosh, anything that would break the morale and the esprit de corps of an organization than to be under any regulation that would meet with a situation like that, and I have understood that that is precisely the situation. That ought to be corrected.

Mr. McINTOSH. I think the tenor of my remarks all the way through has indicated that I fully appreciate the necessity of applying drastic remedies to such situations.

The CHAIRMAN. I should think so.

Mr. ROBSION. Mr. McIntosh, I hope at no time will you construe my zeal in questioning you as indicating any intention to be discourteous, because I am very much interested.

The CHAIRMAN. And I might say we are all interested.

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Mr. ROBSION. Well, you may not be interested in my particular line of questioning. It is coming rather at the tail end of this investigation, but the investigation has opened up a new field to my mind, and that is this question of tuition in schools. The Boland School in a way has brought that to our attention, but I have been wondering if these 1,500 or 2,000 schools and the 2,000 placement institutions are not more or less profiteering on the Government. I feel that while it might not be true in any case, yet the committee is without information to any material extent.

Here is a volume that has been submitted, giving a list of the schools and universities in which we have placed our students, our boys, and the places in which they have been placed for vocational training or placement training, but nowhere are we given information as to what it costs the Government to run them. Now, if this work goes on, how many men do you estimate we will have in training under the present law and under the present plan?

Mr. MCINTOSH. We have obligated the Government at this time to almost 100,000 men.

Mr. ROBSION. And before we get through, how many do you think it will be, as nearly as you can estimate it?

Mr. MCINTOSH. It is a little difficult to estimate. They are beginning to drop out, as having been trained, but the current is still flowing in, and to accurately estimate what the increase in numbers will be is difficult. I should say that we would under the present plan train 125,000 to 150,000 before it is through—that is, we will offer that many; I do not know how many we will accept.

Mr. ROBSION. But you, occupying the very important position that you do, as one member of this committee I hope that you will have some viewpoint as to how far this work is going to go, that we may prepare for it, not only with means but with men and with institutions.

I would like for you to give your best judgment as to the number of men that will be in training under both sections 2 and 3, that will require the payment of tuition and the placement of men in training.

Mr. MCINTOSH. Of course, leaving the law as it is, I suppose is the proposition you are basing your question on. How anybody can estimate the number that will accept training under section 3 I have no way in the world of estimating. A good deal depends—we have now in round numbers 38,000 that have accepted under section 2, and in round numbers 60,000 that have been offered the training. Now, I take it that most of those who have been offered training under section 2 will accept that proposition before very long; under the present law I take it that only those will accept training under section 3 who are able to do so.

Mr. ROBSION. But you see, I am asking for a simple statement of figures and your opinion, and don't cover it in too many words.

Mr. MCINTOSH. I am not trying to do that, Mr. Robsion. You are raising a question that I think is going to come to the front more and more. There is the unknown element, the fellow who next year——

Mr. ROBSION (interposing). But you don't answer my question. I am trying to get at something in the way of an opinion from you.

Mr. MCINTOSH. Well, we are going to train all these boys who have a vocational handicap under section 3. They will all take it, I

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think—or a majority will take it—and I think it can not be less than 75,000 that will accept it in the end.

Mr. ROBSION. How many will take training where you will have to pay tuition fees? That is what I want—all of them—how many, in your judgment? I want to get you idea, and if you don't know it, how does anyone know it?

Mr. MCINTOSH. Well, I should say 100,000.

Mr. ROBSION. And if we should advocate paying $5 a month too much, of course that would mean $500,000 per month that the Government was paying.

Mr. MCINTOSH. Yes, sir.

Mr. ROBSION. That might mean $6,000,000 per year.

Now, I have got a little information as to some schools in my home State. Berea College I know is especially well equipped for manual training and agriculture and mechanics, as well as all other courses. I think it has done better work and more good work than any school in the whole State of Kentucky. Now, I see that your board pays that school in tuition $5 per month, and I say that I know of no institution anywhere that is better equipped to take care of these young men than that school.

I notice that the University of Kentucky, the State university—and it is, I think, up with the standard of the great State universities of the Nation—is able to train young men along any line and that there the tuition is $5 a month.

Cumberland College is an institution in my own district, within a few miles of my own home. I notice they charge $3.50 per month.

The University of Louisville charges $100 per year for general courses and $125 per year for special courses.

Now, what I would like to know is, What do we pay, say, at the State University of the State of Ohio, and what do we pay, for instance, at the State University of the State of Wisconsin, the State of Texas, and all over the country? Because these institutions are practically on a par as to their equipment, their teaching force, etc., must meet substantially the same conditions throughout the Union; and I would like to know what you pay and what uniformity there is on the part of this board in dealing with a great problem like that, involving the tuition for the training, say, of 100,000 students. It looks to me as though that ought to be a matter of special attention and some well-defined rule and policy as to how much the Government will pay.

Mr. MCINTOSH. The general policy of the board is that we demand a contract upon the usual terms of admitting students. Whatever the customary tuition fee has been, we demand that the Federal board students shall at least be admitted upon an equal footing with the same charge.

Mr. ROBSION. Has that been carried out?

Mr. MCINTOSH. I am inclined to think it has not been carried out in all cases, Mr. Robsion. And in every case, of course, special reasons are given. When we vary from the usual tuition price there are of necessity acompanying reasons.

Mr. ROBSION. Well, while it may appear at the time, it seems to me if that matter was gone into systematically, and it was pointed out that this is not a temporary matter, not a matter of a few months, but we can all see that it is a matter of years—at least three

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or four years—and should there not be a policy in dealing with this problem with that in mind?

Mr. McINTOSH. I think there should be.

Mr. ROBSION. Now, I wonder if this is too much work. You have submitted a record here—rather voluminous—which is entitled "Institutions and establishments in which vocational training is being given to Federal board students." Couldn't this record be taken and opposite each name there be written in the amount that the United States Government is paying?

Mr. McINTOSH. Yes; we would be glad to furnish that. The board is interested in those matters, and it is for our own information that we have that matter brought before us anyhow.

Mr. ROBSION. Because we understand that Uncle Sam now is getting to be the greatest daddy about sending boys to school that the world has ever seen or known of, and there ought to be some uniformity in this matter; and if some institutions would not conform, it looks to me that the Government could send the boys to other institutions.

Mr. McINTOSH. We are specially interested in keeping the expenses down, and I should be glad to furnish you with that.

Mr. ROBSION. But in any other great department of the Government they have something to say in fixing the fees and don't let the other fellow have his whole say in fixing the fees.

Mr. McINTOSH. Would you like for me to cite you a case in point on that proposition, not with respect to tuition, but something else?

Mr. ROBSION. Of course one case out of 3,000 doesn't have very much bearing, but now your school over at Pittsburgh, I want to look at that as generously as I can, but it really does strike me as strange that the Government is paying $35 per month to that school when Berea College, I know, is better equipped than your school at Pittsburgh; I know it is without having seen it, because, taking Mr. Boland's own statements in connection with it, it hasn't the equipment and can't have the means of handling students that Berea College has. There a boy can take training for $5 a month, and Mr. Boland gets $35 a month. Doesn't the board also pay Mr. Boland a salary in addition to this tuition that he gets?

Mr. McINTOSH. I am not aware of that.

Mr. ROBSION. In these records submitted by Mr. Boland there is a memoranda stating that he is to act as counselor for the Federal board, and for that he is to receive one-half of the amount that he would receive as a teacher in the schools in Pittsburgh.

Mr. McINTOSH. I can not recall the contract. I gave it here to the reporter the other day, and I think you have the other copy.

Mr. ROBSION. That is not in the contract, but it is in the memoranda submitted with the contract, pointing that out.

Mr. McINTOSH. It should be in the contract.

Mr. ROBSION. So if that action is being carried on, that is a feature that you did not know about, isn't it?

Mr. McINTOSH. Yes, sir.

Mr. ROBSION. And it still makes the contract much more favorable to Mr. Boland and much more unfavorable to the Government. I regret that Mr. Boland, who was on the stand the other day—and when you were present—that he did not submit these figures that you submitted to-day, so that we might probe into them, be-

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cause I will be frank with you in saying that I do not accept his figures; I do not think it is a correct representation of the expense of the Boland school, because he is offered $5,000 per year by the board, and under his statement he is not making that much; yet he is insisting on pursuing this contract for another year.

Mr. McINTOSH. We have men working with the board that have bona fide propositions at higher salaries. There are a number of cases of that kind.

Mr. ROBSION. But, Mr. McIntosh, take his statement of figures that you submitted for him; it would show that he is not making $5,000 a year out of that school, and that statement I do not believe, because he said to me that he turned down a $5,000-a-year proposition before with no investment and no responsibility. I think his figures are unfair.

Mr. McINTOSH. I should like for you to get my attitude in this matter. I appreciate the fact that Mr. Boland is going to make you another statement. I had that statement that he made to the board, and I submit that statement for your comparison with any statement that he may make. I haven't the least disposition to protect anyone, and with the greatest interest to develop every fact pertaining to this work. His statement to you, if it varies from the statement that he makes to the board, will need explanation. So I haven't any disposition at all to hide nor to cover up any transaction of this board.

I should say this with respect to the Berea School, that that institution is getting all for tuition that it asked, of course.

Mr. ROBSION. My point is, I think there are a lot of them asking too much.

Mr. McINTOSH. Yes; I see your point, too. And I have no doubt, as I stated to the chairman of the committee this morning, that in the initiating of these schools, where the hazard was thrown upon the management or the man who initiates the school—I have no doubt that they have tried uniformly to protect themselves against losses. But the board does not, just in a perfunctory way, take any and all propositions without scrutiny; we throw back a good many propositions for amendment and reduction in prices one way and another.

Mr. ROBSION. Now, Mr. Boland's contract not only provides that he is to receive $35 per month for the first 150 students, but that he is to receive $30 per month for any number above that, and the Government agrees to pay him all charges involved in providing necessary books, stationery, stationery supplies, and tools for individual use of students. I can see where that will run into a big item. What becomes of these books and tools that are bought and paid for by Uncle Sam and put into that schoolhouse?

Mr. McINTOSH. In most instances they are kept for succeeding classes; in some instances the student is permitted to take them with him and enter upon his vocation as an equipment to start him back into civil life.

Mr. ROBSION. Now, how do you know that? How do you know that is what is done with the tools?

Mr. McINTOSH. Well, that is the regulation of the board. That is the order; and we, of course, have to depend upon our field men and our staff officers to see that this is carried out.

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Mr. ROBSION. But you heard Mr. Boland testify; and if he told the facts, as his friends say he did, then there has been no one there looking after that end of it in the interest of the Government, if Mr Boland is telling all the facts about it.

Mr. MCINTOSH. I think you are substantially correct in that. There hasn't been close supervision; in fact, there hasn't been any necessity for checking up on these tools and appliances yet, because the classes haven't finished their work. There will be necessity for following those up later.

Mr. ROBSION. But, according to Mr. Boland's statement, there has been no checking up on them at all, has there?

Mr. MCINTOSH. I think not very much. There have been some visits made.

Mr. ROBSION. What do you think about the way that the Boland School has been permitted to run—I mean, so far as Uncle Sam's part of it is concerned.

Mr. MCINTOSH. I have no doubt that the board can secure a better contract for the coming year than it has had.

Mr. ROBSION. I am not referring now to the contract, but to the lack of supervision and checking up on the part of the Government.

Mr. MCINTOSH. Oh, Mr. Robsion, that is the prevailing trouble, not only with the Allegheny School but with our work everywhere; we are in need of a greater supervising staff and following-up work. We admit that. We know that, and that is coming to be the great task that we are going to have to shoulder.

Mr. ROBSION. Well, that is a breaking down of a very material point, isn't it?

Mr. MCINTOSH. It is not a breaking down; we have been unable to establish it; we have never been in a position to create it.

Mr. ROBSION. But Mr. Lamkin stated—the chief stated that that was being taken care of by the Pittsburgh office by a man right there: but it turns out from Mr. Boland's statement that the Pittsburgh man has nothing to say about it, and that there was no man present in the Pittsburgh school, and this memorandum here indicates that Mr. Boland himself is the counselor for the Government and is getting paid not only this tuition but is getting a salary besides. Now, that condition does not pertain in other places generally, does it?

Mr. MCINTOSH. We have fairly good supervision in some places. I think the evidence that has been submitted here will show that Mr. Whitney was at the Allegheny school two days, and I think some others from the Federal board have been there. I really think there has been some follow-up work there, some reports that the board would need as to the character of the work and the equipment and the general results.

Mr. ROBSION. But what is embarrassing me is that in some places where there are 8 or 10 students we have a man kept there all the time, and here where we have the biggest school for Uncle Sam's boys we don't have anybody. Now, if that is so necessary with a little school of 8 or 10 or 15 or 20, how can we get along without it with 500?

Mr. MCINTOSH. Oh, we will have to have a representattive if that attendance keeps up at the Boland school. We are going to have to have a coordinator and counselor separate and apart from the institution.

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Mr. ROBSION. Accepting Mr. Boland's statement as true, is the representative at Pittsburgh looking after his duties? Is he attending to business over there?

Mr. MCINTOSH. I am certain that I am not informed about that. If Mr. Boland stated that nobody from the Federal board had been there, and that nobody——

Mr. ROBSION (interposing). I am now asking this about the district office in Pittsburgh.

Mr. MCINTOSH. Yes; I say, if Mr. Boland states that none of them have visited him and are not checking up on the school, then some one is derelict in duty there.

Mr. ROBSION. You heard him state it, didn't you, that no one was controlling him, that he was running this to suit himself?

Mr. MCINTOSH. I am reminded here that the following representatives of the Federal board have visited the Allegheny school, looking into its operations.

Mr. ROBSION. I was taking Mr. Boland's statement. He is right there and he is in charge of the work, and it appears to me that he would know more about whether he was checked up than anybody else.

Mr. MCINTOSH. I don't remember Mr. Boland saying that no representative of the Federal board had visited him. I don't think he said that.

Mr. ROBSION. He said that they were there, but my question was directed to his evidence in which he stated specifically that no one controlled him or directed him or supervised him; that he ran it to suit himself.

Mr. MCINTOSH. Well, of course that is not true. That doesn't exist anywhere. The fact is that Mr. Twitchell, Mr. Weaver, Mr. Beach, Mr. Fuller, Miss Ensign, Miss Whitney, have all visited that school and have made reports to the office on it.

Mr. ROBSION. Now, Mr. Weaver testified here and he did state that he had visited the school, but he went down there to get information, not to check up the school. He was to get the information for some other school.

Mr. MCINTOSH. Yes; but that would be checking up the school, Mr. Robsion. If we have a new school starting here and a number of courses are established and equipment is supplied to carry on those courses, any man going there to be able to report to another school on the status of that institution certainly would be checking up on it.

Mr. ROBSION. That would not be any supervisory direction over that school; it would be merely taking what that fellow said to be good for another school.

Mr. MCINTOSH. It would be getting the details as to the status of that school certainly.

Mr. ROBSION. Now, I am just wondering if that is the way the schools are being run all over the country. I notice this contract says that Mr. Boland shall not have more than 200 students, but he has 500.

Mr. MCINTOSH. I don't have any explanation for that, unless it is an agreement to protect Mr. Boland. In the first place, he probably did not want to enter into a contract with the board to quarter nor care for more than 200. He probably did not see beforehand that he would be able to have facilities at his command for a greater number than 200, but afterwards it developed that he could care for more than

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that, and it was by mutual understanding between the board and Mr. Boland that he went beyond that number.

Mr. ROBSION. Do you want the committee to understand, Mr. McIntosh, that that is the only school in the country that can handle 500 students or over 200?

Mr. MCINTOSH. No, sir.

Mr. ROBSION. Do you want the committee to understand that that is the best school that we have?

Mr. MCINTOSH. I should not insist on that. I should say this, that that type of school is an indispensable type. We must have a school that is ready to dovetail and fit into this situation. Now, of course, we have all these schools that you have mentioned, all of these old established institutions. We are using them, practically all of them, to their capacity in giving training to these boys.

Mr. ROBSION. I notice that schools all over the country advertise and send out catalogues, and write letters and send out field men, begging people to go to their schools.

Mr. MCINTOSH. The truth about it is, Mr. Robsion, that many of the schools are taxed to the utmost now, and I personally have visited some of the schools where the presidents of the institutions have told me that unless the board would come to their rescue in the way of furnishing help, either with equipment or money, that they would not be able to take any more students. As an example, the technical school at Atlanta, the Georgia Tech. I went down there and visited that school, and I think it might be mentioned here that it was suggested to me, suggested to the board, and I was named by the board to go and look into the matter—it was suggested to the board that we go to the expense of installing a heating plant there and a power plant, which would involve an expenditure of $4,000 or $5,000. I went down and looked into the matter. I did see that they were taxed to their utmost with students, and I made an adverse report upon it, and the committee did not extend the help.

The CHAIRMAN. Mr. McIntosh, a similar proposition was made to me. Some one was urging me to get into communication with this board, and one of the things they thought they would be able to do would be to have the Government install better equipment for the college. That thing you would have to face in a good many places?

Mr. MCINTOSH. Sure.

The CHAIRMAN. I am interested in knowing what you did about that. This is the first time that has come out.

Mr. MCINTOSH. I personally took that matter over, and two or three propositions were put up to the board, through me. One was a temporary loan of $100,000. I do not want the members of the committee to feel that this board has not some business judgment and can not consider matters in a business way, and so——

The CHAIRMAN. May I ask, Mr. Robsion, is the limit 200 there, or was it up to 200?

Mr. ROBSION. Not in excess of 200.

The CHAIRMAN. I thought it was up to 200, that they were to have $35, and above that——

Mr. ROBSION. Up to 150 it was $35. They guaranteed him the same as 150, and not in excess of 200, the instruction of these men to be continued, and such other men to be sent as the board may direct, not in excess of 200.

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Mr. McINTOSH. That maximum number is frequently thrown in by the institutions that we enter into contracts with. They want to be protected. They do not want to be caught refusing students.

Mr. ROBSION. But, Mr. McIntosh, what staggers me all the time is that these great institutions of the country, with their great endowments and their buildings and their equipment and everything, can not handle this proposition of taking care of students, and here is a school-teacher over in Pittsburgh, who has no funds, and yet he can underwrite and capitalize it and put it over. Now, I can not understand that.

Mr. McINTOSH. I think it is an unfair statement to say that the schools can not handle this proposition and can not retrain these boys. They are doing it. They are doing it in the technical schools everywhere.

Mr. ROBSION. But you say there is a large school that refused to take your students unless you advanced them, say, $100,000, and advanced them equipment, and here is a school-teacher over here at Pittsburgh who puts on the biggest school in America, so far as the training of soldiers is concerned.

Mr. McINTOSH. Do not get the idea that the enrollment of 500 at the Allegheny school is a record-breaking number as far as college enrollment is concerned. The Georgia Technical School, of course, has a very much larger number of men.

Mr. ROBSION. Mr. McIntosh, I want to say to you that in all of this record here the Pittsburgh school is above all of them.

Mr. McINTOSH. Well, of course, you know—I suppose you knew that meant as far as the Federal board students were concerned, and that only.

Mr. ROBSION. Exactly.

Mr. McINTOSH. Yes.

Mr. ROBSION. But here are the chief schools in the country, so far as I know any of them, that send out catalogues and write advertisements in the papers all over the country and send out field men urging people to come to their schools, and how it is that they can not handle these Federal board students, instead of our having to give an unusual contract to some fellow at Pittsburgh, I can not understand.

Mr. McINTOSH. Well, it was my understanding that this is simply a school that is instituted especially to take care of these Federal board students only, so his enrollment of 500 is perhaps the least enrollment when compared with the colleges of the country, and yet in point of numbers, as far as the Federal board students are concerned, it might have the greatest number.

Mr. ROBSION. But how can this school-teacher at Pittsburgh take care of 500?

Mr. McINTOSH. He does not have the other 3,000 to take care of that the other schools have.

Mr. ROBSION. But these other schools, all of them, are advertising for more students.

Mr. McINTOSH. Not all of them, Mr. Robsion.

Mr. ROBSION. I know that Berea College is sending out men all over the country urging them to go to Berea, and Kentucky University is sending out advertisements begging men to come to Kentucky University, and the same way with the University of Louisville and the same way with Dr. Fess's school. All the schools are doing that.

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Mr. McINTOSH. Let me state that there is not any reason in the world why I should try to defend that school against other existing schools. I was down in Georgia and made a trip from Atlanta to the town where the agricultural college is, Athens, Ga., 75 miles, to come in contact with the president of that institution and beg him to take more students, and I had to put up the proposition in this way: I said: "The responsibility is up to you. This is a war measure, and the war responsibilities have not ended until we replace the boys in civil life."

Mr. ROBSION. Did you place any students there?

Mr. McINTOSH. Absolutely. "Now," I said, "we are coming to you and putting this proposition up to you. We have done our duty." He had a minimum of 100.

Mr. ROBSION. Did you put any students in there?

Mr. McINTOSH. Yes. We have put in now, I think, 200; anyhow, we have more than 100.

Mr. ROBSION. What did you pay him per month?

Mr. McINTOSH. I do not have the figure. I would be glad to furnish it. I think it is the regular fee, whatever the regular fee is. But listen. He also had notified the office at Atlanta that these students can only come into this school at the regular semester periods, and I went to him and appealed to him on the human side of the proposition, and in a conference there I said to him: "These boys are on the streets, and if you can not vary from your long-established rule and let these boys come into your school, then," I said, "what can the Federal board do?" He turned to me and he said: "Mr. McIntosh, I will meet you upon any reasonable proposition. What have you to suggest?" He says: "Suppose that a boy would knock at the gates of this institution and want to be admitted 10 days or two weeks before the close of the semester?" I said: "If it is two weeks before the close of the semester, that boy could occupy his time very well by coming into this institution and becoming acquainted with the courses and the buildings and places where his work will be carried on." And I said: "If he is nothing more than an observer, an observing student in the class, not called upon to recite, the time will be well spent for that student." And he gladly acceded to my request.

Mr. ROBSION. Now, Mr. McIntosh, suppose they were charging $5 per month, like the State University of Kentucky, and a young man at Pittsburgh is getting $35. If you can save $30 a month, it would be a fine thing to go and make an argument, would it not, to get men to see your viewpoint?

Mr. McINTOSH. Absolutely; yes. If I catch your point——

Mr. ROBSION. But did you go there and guarantee him, like you did this fellow at Pittsburgh, so many students at $35—no; not so many students, but did you offer that school $5,250 per month, if you only sent 10, or if you only sent 5, and on up to 150?

Mr. McINTOSH. As I remember, it was $25 a month at the Georgia Agricultural College.

Mr. ROBSION. That is a saving of $10 a month.

Mr. McINTOSH. I am in perfect sympathy with your effort here to economize. I would be glad to do that, gentlemen, all along——

Mr. ROBSION. What is worrying me is that there is not sufficient information to know whether you are doing it or not.

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Mr. McINTOSH. I am unable to answer that. I do not know whether you are getting the information or not.

Mr. ROBSION. The trouble with me is that I do not know whether you yourself know whether you are economizing or not—that is, whether or not you do know—and whether or not this standing committee knows how much money is being paid to these institutions, and what sort of agreement or contract could be made, with proper effort.

Mr. McINTOSH. This is only a straw that shows the way the wind blows. It ought to carry a little significance. You want to know whether we do examine into things. In the matter of rent, we got by act of Congress $15,000 to rent and furnish housing for the Federal board work last year. We had already contracts over at the Baltic Building and the Bliss Building that would take up a portion of that $15,000. We sent the chief clerk, the proper officer to do that, to make a contract for the Convention Hall beginning September 1 for a year——

Mr. ROBSION. Mr. Lamkin went into that. That is getting off of this tuition question. I would like to get something on that.

Mr. McINTOSH. The fact about it is, Mr. Robsion, that I think that nine out of ten of the contracts for tuition read like this, "at the usual and prevailing price of tuition."

Mr. ROBSION. If they do that, then you are getting the regular tuition, and what is it? Are you getting it like you are getting it in Kentucky?

Mr. McINTOSH. That must be the usual price for tuition.

Mr. ROBSION. If you are getting it that way, then what I would like to know is have you gone to any of these institutions that can take care of the students, and said to them, "Here, we will give you $30 a month to train our boys"? In other words, have you made the same proposition to these institutions that really can take care of students, like you have made to Mr. Boland in Pittsburgh?

Mr. McINTOSH. I think we have made very diligent effort to protect the Government in contracts for tuition, as well as in every other thing.

Mr. ROBSION. What surprises me is that this sort of a contract should have been made with Mr. Boland before he had the school at all.

Mr. McINTOSH. Of course, that was to encourage him to start this school.

Mr. ROBSION. That is it. What I am trying to get at is are we going to pick out young fellows and build schools for them, and equip them for a temporary purpose for training our soldiers, and let them have the schools, or are we going to avail ourselves of the institutions already built?

Mr. McINTOSH. We have sent out letters wholesale to the long-established institutions, insisting upon their expansion, upon their making arrangements to care for larger numbers of the Federal board students.

Mr. ROBSION. If you have sent to any of them as favorable a proposition as was made to Mr. Boland, I would like to know what school it is.

Miss ENSOR. To the board of education in the city of New York and the Seward Park rehabilitation center the actual cost to the city

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for each man is $30. They do not have to pay rent for the building or anything, but the actual amount for instructional purposes is $30. We also have an arrangement such as that with the board of education in Buffalo, and also with——

Mr. ROBSION. Before you leave that New York business, is not the actual cost of educating a high-school boy in the city of New York $12 tuition?

Miss ENSOR. I do not know, but that is in the contract, and the figures are open for inspection, with the salaries they pay to the teachers and the other things they have given to the boys, which is given to the Federal board for——

Mr. ROBSION. How many did you send to any particular school?

Miss ENSOR. Well, at Seward Park at present they have 195.

Mr. ROBSION. Suppose you give them 500?

Miss ENSOR. What do you mean, please, Mr. Robsion?

Mr. ROBSION. That would make a difference in tuition expense, would it not?

Miss ENSOR. No; not at all, because we only——

Mr. ROBSION. Mr. Boland thought so, did he not, when he sought that number?

Miss ENSOR. I know, Mr. Robsion, but conditions were very unfavorable when Mr. Boland was upon the stand.

Mr. ROBSION. Do you not think the conditions for the school were very unfavorable when this contract was made, when he did not have any school at all yet?

Miss ENSOR. No; I do not, because it was started as a receiving station, and up to 60 days it is not required that a man have shop work necessarily, but there in that school, before the expiration of the 60 days—and many of his shops were in full force within 30 days of the entrance of every student into that school, and according to the plan of the receiving station it is not necessary that these men take this regular shop work until the end of the 60 days. Mr. Boland was in perfect alignment with the organization, because these men, from the very first day they entered the school, were given their elementary work.

Mr. MCINTOSH. I thank you, Miss Ensor, for your help.

Mr. ROBSION. Well, I could never keep up with a woman.

Mr. MCINTOSH. I am indebted to Miss Ensor for her protection.

Mr. ROBSION. You ought to thank her twice. But it comes back to that same old question, whether or not we need any particular plan or arrangement or well-settled policy in dealing with the proposition of the tuition of these 100,000 soldiers.

Mr. MCITOSH. This matter of tuition comes directly through the superintendent of training, and he has been instructed repeatedly by the board to examine all contracts and see that they were fair and to see that the charges were not excessive. That goes through to the chief. The chief makes an examination of it and sends it, with his approval, to the board, and the board makes an examination of it, and the usual examination that we make is to see whether or not it is the usual charge that that institution makes and whether or not the charges are in keeping with the charges at other established institutions in the vicinity.

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Mr. ROBSION. Of course, we have information here to indicate that that has been done. If we take the Boland matter, as compared to other schools, that has not been done.

Mr. MCINTOSH. I proposed this morning to give you the charges at some schools here in the neighborhood, and I think that——

Mr. ROBSION. Yes; the very fact that you pick out a few that are nearly up to or above the Boland school, perhaps, would argue that the many hundreds are away below it. I have also given some here, and all of them are below it.

Mr. MCINTOSH. Well, I think——

Mr. ROBSION. I can not see any reason why the Government should pay more tuition to the University of Kentucky than it would to the University of Texas or some other school. There ought to be some uniform system about it.

Mr. MCINTOSH. There never has been a uniform tuition charge.

Mr. ROBSION. But there ought not to be the difference between $5 and $35 a month for the same training.

Mr. MCINTOSH. No.

Mr. ROBSION. There ought not to be that. You take these fellows that are running factories and shops, that have got our boys, and charge $35 per month for instruction. I have come to the conclusion that in a great many instances they are working the boys and getting the product of their labor and they are really receiving very little instruction. I think the Government is being imposed upon right along that line in a great many instances.

Mr. MCINTOSH. Have you any cases to cite that we might look into?

Mr. ROBSION. Take that clothing shop there in New York, that one where they have got 35 soldiers, getting $35 per month working in the clothing factories there and producing stuff, and drawing from the Government something over $1,000 as so-called tuition.

The CHAIRMAN. The Botanical Gardens is another place where they take them out to do work.

Mr. ROBSION. I never did know of any time when apprentices, learning a trade, were charged as much as $35 per month. I understand that a great many of these soldiers have made really pretty good hands.

Mr. MCINTOSH. They do in many cases.

Mr. ROBSION. And yet we pay these fellows $35 per month, working for these people. I would like to know how many thousand soldiers we are paying for along that line?

Mr. MCINTOSH. I am not able to give you the details.

Mr. ROBSION. I think a lot of fellows would charge us like they charge for sugar and other things, just as long as you pay.

Mr. MCINTOSH. Yes; I have no doubt they do that.

Mr. ROBSION. It just seems to me, Mr. McIntosh, without any criticism, that there is going to be a source of a big expenditure on the part of the Government, involving 100,000 men, perhaps, and that there ought to be a well-defined policy and a rather far-seeing policy to take care of these things for the next three or four years, because it was pointed out that if you save $10 per month, or $5 per month, it would amount to considerable.

Mr. MCINTOSH. I think you will appre iate that the farmer is not going to look with favor upon excessive charges when he knows that

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they are excessive. He is usually inclined to be rather close in the disbursing of funds, not only his own, but public funds, and I assure you that I am as much interested in economizing here as the problem before us will warrant.

Mr. ROBSION. Dr. Fess spoke about receiving some letters of the same tenor, and you had received some favorable letters commenting favorably upon the board and its action. Was not a questionnaire sent out some time ago to the boys in training that would elicit a reply or an answer?

Mr. MCINTOSH. Not that I know of.

Mr. ROBSION. I understand that such was sent out.

Mr. MCINTOSH. I would not see any objection to sending a questionnaire. I do not know of any being sent.

Mr. ROBSION. I think it would be wise. I think that would be a part of the follow-up to see how a fellow was getting along.

Mr. MCINTOSH. I do not see any objection to that. Even in an investigation, if, without encouraging any particular color to the response, we would get a free expression of how the boys regard their work; it seems to me that might be a good thing.

Mr. ROBSION. Along the lines suggested by Dr. Fess, that somehow or other the press throughout the country—not a single publication, but the press generally—feels that there has been unnecessary delay; I just had handed to me an editorial relative to the San Francisco office that I have heard a great deal of favorable comment here upon. This is from the Santa Barbara, Calif., News of April 30, 1920. It says:

A sow's ear will not make a silk purse. The clans of the $1.30 an hour men who constitute the Federal Board for Vocational Education in this, the twelfth district (and they are numerous), have gathered together and issued a pamphlet reciting the results of their work since the signing of the armistice, now nearly a year and a half ago. The twelfth district comprises California, Arizona, and Nevada. At the outset of this little pamphlet is a page devoted to a "Table of results." The News has pondered long and arduously over this table and confesses that the only specific thing it can make of it is that only 26 disabled soldiers from these three States have been trained and sent to gainful occupations. Twenty-six soldiers. Mark that well; only 26 soldiers.

The table further shows that a total of 7,052 men who were rendered unfit for their former occupations have appealed to the vocational training board in this district.

Now, this editorial is not on what anybody said, but what the report from that district shows.

Mr. MCINTOSH. I do not see anything at all damaging in that.

Mr. ROBSION. You mean——

Mr. MCINTOSH. The fact that men——

Mr. ROBSION. I will read on here:

So, out of this 7,052 men (which takes no account of the men who have not appealed through one reason and another) just 26 have been trained and sent back into civil life in shape to gain a livelihood. Just why the vocational training board should issue a pamphlet boasting of this result The News can not determine, but so it is and the pamphlet has been published, and The News asks its readers to draw their own conclusions.

In addition to the 26 men who have been trained, there are, according to the table of results, 1,407 men approved for training. This is a very dubious way of wording it: "Approved for training." It would be interesting to know just how many of these 1,407 men who have been approved for training are actually getting training, and what kind of training are they getting. Are they being farmed out as mechanics, etc., in big industrial plants where they do not receive even an apprentice's wages, while the results of their labor add

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wealth to the plant which uses their labor? Just this sort of thing is going on in other districts. Is it going on here?

Another item in the table of results that is not quite so ambiguous, and which tells a story of disappointment, and heaven only knows what long days of waiting and discouragement, is the following: "1,752 cases rated as major to be settled." In a word there are 1,752 men who have appealed to the board for training and have been rated as deserving of that training, but they are waiting to be "settled." How long have they been waiting? Where are they getting the money for their bread and butter? Is charity supporting them? Is the Red Cross supporting them, as it is one man that the News knows of in Santa Barbara? There is a certain grim significance to that word "settled."

Now, it goes along just in that tenor, and other California papers are commenting on it.

Mr. McINTOSH. Now, in perfect fairness, I would like for you to point what there is charged there that is damaging to the board.

Mr. ROBSION. Well, out of the 7,052 applications, after nearly 18 months, only 1,407 have been approved for training, and here are 1,752 major cases that are waiting to be settled.

Mr. McINTOSH. Well, they are probably waiting for the certificate of discharge, or relating their disability to the service. We certainly have to carry out the law with respect to inducting these men into training. The fact that only a few men have been returned——

Mr. ROBSION. I do not think that is very significant myself, Mr. McIntosh.

Mr. McINTOSH. No, I do not think so.

Mr. ROBSION. But only 1,407 cases have been passed upon; that is 20 per cent have been passed upon; and what is mentioned here is that 1,752 of the cases of men rated with major disabilities are certainly entitled to training.

Mr. McINTOSH. Yes; if they can show an honorable discharge, and if they will do it.

Mr. ROBSION. I could not assume that there would be many of the 7,000 applicants, or of the 1,752, that did not have honorable discharges. I assume that practically all have honorable discharges. The chances are that a scout would not make application.

Mr. McINTOSH. You may assume that, but we are not allowed to assume. We must have the evidence in the record.

Mr. ROBSION. But that is just along the line suggested by Dr. Fess—that is to say, the committee ought to find, if they can, that the board has been functioning properly.

Mr. McINTOSH. I did not say that.

Mr. ROBSION. Or has been efficient.

Mr. McINTOSH. I said the committee ought to arrive at a decision one way or the other.

Mr. ROBSION. If we could do it, but it seems that wherever you probe into a district very undesirable conditions turn up. You referred to the Cincinnati office. That was not the subject of investigation, but it turned up; and here is the Philadelphia office, which is not a matter of investigation, but it turned up a condition there where I do not see how they can get along or let it continue as it is.

Mr. McINTOSH. There will never be a time, Mr. Robsion, in my judgment, when there will not be complaints from every district in the United States. The problem is such that somebody is going to be dissatisfied if he does not get an award of training, and he is also

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going to be dissatisfied if his award is not section 2, and there is no promise that we will be able to stop all criticism.

Mr. ROBSION. Looking at it in a different view, the trouble in the Cincinnati office is not over the fellows getting training, is it?

Mr. MCINTOSH. No.

Mr. ROBSION. What is the trouble there?

Mr. MCINTOSH. It seems to be a sort of discord that has grown up in the personnel of the office.

Mr. ROBSION. How long has it lasted?

Mr. MCINTOSH. I think that it has been in evidence since the change in the official head there, the D. V. O.

Mr. ROBSION. How long has it been?

Mr. MCINTOSH. Well, since about the first of the year.

Mr. ROBSION. That is a long time for that condition to exist.

Mr. MCINTOSH. A long time; yes, sir.

Mr. ROBSION. Why has not something been done?

Mr. MCINTOSH. I made the transfer at Cincinnati of the D. V. O., Mr. Shaw, to the central office, for field organizer and investigator—that is, I officiated at the Cincinnati office in negotiating the transfer.

Mr. ROBSION. Why was he transferred here?

Mr. MCINTOSH. Because he is a man of such breadth, experience, and vision that we needed him to help organize the work throughout the country.

Mr. ROBSION. And that disorganized the Cincinnati office?

Mr. MCINTOSH. Well, it necessitated the appointment of another man, and a very good man, too. The present D. V. O. is a man of much force, of 100 per cent interest in his work——

Mr. ROBSION. Now, Mr. McIntosh, in all of these places where the complaint is, and where the source of complaint is, you finally wind up by giving them a certificate of good character, ability, and all those things. If those things still happen, what is the trouble?

Mr. MCINTOSH. Did I not say a while ago that I called the attention of the chief not longer than yesterday to the rumblings in the Cincinnati office and asked that he look after it?

Mr. ROBSION. But it has been rumbling ever since last January. Has it not got around to thundering down there yet?

Mr. MCINTOSH. You may characterize it so.

Mr. ROBSION. Why do not you folks here act, when you have been hearing the rumbling and thundering for six months?

Mr. MCINTOSH. You gentlemen have not appreciated the force of certain recommendations that I made to-day.

Mr. ROBSION. Well, have you not the power to act?

Mr. MCINTOSH. I have not; no, sir.

Mr. ROBSION. Well, has your standing committee?

Mr. MCINTOSH. Yes, sir.

Mr. ROBSION. So they are present here every day, are they not?

Mr. MCINTOSH. Well, yes; they as a rule sit in continuous session.

Mr. ROBSION. Can they not agree on that Cincinnati proposition?

Mr. MCINTOSH. I do not know.

Mr. ROBSION. Then you have not had it up with your committee?

Mr. MCINTOSH. Yes; we have talked about it.

Mr. ROBSION. Now, tell the committee whether you did agree or did not agree to remove that fellow.

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Mr. McINTOSH. I referred it to the chief, The chief has had it under consideration all this time.

Mr. ROBSION. How long?

Mr. McINTOSH. Well, since the disagreement down there began, he has been advised continuously. He wired me when I was in St. Louis once to come by way of Cincinnati to look into the troubles there. I wired him back that I was fully advised, and would report to him upon my return, and did.

Mr. ROBSION. Now, Mr. McIntosh, did you recommend to the chief to turn him out, to remove him?

Mr. McINTOSH. No; I do not know that that is the answer to the thing. I do not think it is, but I do believe——

Mr. ROBSION. Well, did you urge and recommend, then, the thing to do?

Mr. McINTOSH. I did.

Mr. ROBSION. Or your committee? I am talking about the standing committee. You say it requires the standing committee's action.

Mr. McINTOSH. I do not think the committee, as a whole, made any recommendation to the chief as to what to do.

Mr. ROBSION. Why did they not? They have got the power. It is up to them to do it. Why did they not? Why have they waited five months?

Mr. McINTOSH. I do not know that the committee, as a whole, regarded the matter at all as serious. I do not think they do now. I think a little shifting of the staff officers and some of the help about the Cincinnati office will clear the matter up.

Mr. ROBSION. But most all of these witnesses, Mr. McIntosh, say a little shifting, but why do you not do the little shifting?

Mr. McINTOSH. It is not done.

Mr. ROBSION. I say, why do you not do it?

Mr. McINTOSH. Well, I think if we had a man as director, who could——

Mr. ROBSION. Who could direct?

Mr. McINTOSH. Yes, sir; thank you.

Mr. ROBSION. Well; I am sorry to hear you say that.

Mr. McINTOSH. Why?

Mr. ROBSION. Just simply because we had this board and this committee here, and a chief that we thought could direct. Mr. Lamkin has told the committee that he could remove fellows.

Mr. McINTOSH. He can.

Mr. ROBSION. And change them about?

Mr. McINTOSH. He can.

Mr. ROBSION. Well, now, if he will not act——

Mr. McINTOSH. But Mr. Lamkin is submerged under a multitude of details and administrative functions.

Mr. ROBSION. Well, if you know that he is submerged and can not act to relieve the situation, why does not your standing committee get together and make an order? You gentlemen are not submerged under the details, are you?

Mr. McINTOSH. No, sir.

Mr. ROBSION. Do you have any hope of the Cincinnati office? Is it just going to stand there until Congress gives you a director?

Mr. McINTOSH. No; I think not. The chief reported to me yesterday that he was making some changes there; had advised the transfer

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of one member of the organization to some other office. I would not leave the impression with you that the district vocational officer deserves dismissal, but there needs to be, I think, some changes.

Mr. ROBSION. In fact, you have not told us yet what was the trouble, have you?

Mr. MCINTOSH. Yes; I have suggested to you that there is discord there, jealousies. I know what the troubles are in the Cincinnati office.

Mr. ROBSION. But this committee does not know it, except that there is just trouble there. That is all we have gotten.

Mr. MCINTOSH. Well, there are members of that organization that claim that the district vocational officer is prejudiced against them, and that they do not receive fair and cordial treatment from him. That is one thing.

Mr. ROBSION. Now, let us leave Cincinnati there. I feel like it is in bad shape, and unless we can get a director it may stay that way.

The CHAIRMAN. You have a resignation?

Mr. MCINTOSH. Yes, sir; I was so informed.

The CHAIRMAN. It has not been acted upon yet?

Mr. MCINTOSH. No, sir; not yet.

The CHAIRMAN. It is just received?

Mr. MCINTOSH. Just to-day; yes, sir.

Mr. ROBSION. Now, let us go over to the Philadelphia office. So far as has appeared to the committee, the trouble there is not the soldier, but it is the fellows in the office, and that condition has gone on for several months, and I will declare that if Reid told half the truth about Greer, and Greer told half the truth about Reid, I do not see why either one of them is kept there. What do you think about it?

Mr. MCINTOSH. I am not familiar with the situation.

Mr. ROBSION. Just take what they said about it.

Mr. MCINTOSH. Of course, they can not live together under the same roof and expedite their work. We all see that. Somebody needs firing there or transfer, or something, and that immediately.

Mr. ROBSION. Who can do that?

Mr. MCINTOSH. The chief can do that.

Mr. ROBSION. Well, why does he not do it?

Mr. MCINTOSH. I do not know.

Mr. ROBSION. Well, your board and you are responsible for the chief, are you not?

Mr. MCINTOSH. He is responsible to us.

Mr. ROBSION. You are responsible for his actions, are you not?

Mr. MCINTOSH. Yes; we are.

Mr. ROBSION. Then why do you not act?

Mr. MCINTOSH. Well, it is a pretty difficult thing for three or four members of a committee to conclude that somebody needs firing, and then to follow that conclusion immediately by their order to fire.

Mr. ROBSION. Not follow it immediately, but say in 90 days. It looks to me like that would be ample time. Who is it on your committee that can not see that that Philadelphia situation is bad, very bad? Who is it that can not see that, just to hear these fellows testify?

Mr. MCINTOSH. I did not know a word, until the testimony was given here, that there was any particular discord in the Philadelphia

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office. The work has been coming over in very good shape there, very good.

Mr. ROBSION. I thought you said that the work could not get along well with that sort of situation.

Mr. MCINTOSH. I said it would not be expedited, as far as those two people are concerned, and I still maintain that.

Mr. ROBSION. Well, what may we hope for relief there, Mr. McIntosh? How are you going to settle that?

Mr. MCINTOSH. The proposition, I think, is wholly in the hands of the chief. We can recommend to the chief, and have repeatedly that this work must go across, regardless of personal feelings, acquaintances, and friendships.

Mr. ROBSION. But you have told us, Mr. McIntosh, that the chief is submerged.

Mr. MCINTOSH. In details.

Mr. ROBSION. He has gone down and he is covered over and can not act. Now, your committee is above water. Are you going to act? You have said he could not act.

Mr. MCINTOSH. I have not consulted the other members of the committee. I have very definite notions myself about certain things that exist, but we have not felt that we wanted to relieve the chief of his functions and his responsibilities, and he has been doing well, but there are certain changes that he seems not to have come to yet; certain actions. I hope that he will soon, in straightening matters up all around.

Mr. ROBSION. Well, are you just going to leave it with that hope?

Mr. MCINTOSH. I am not in a position to make any promises here any further than I personally am concerned.

Mr. ROBSION. I believe Mr. Brigham, the hard-boiled order man, put his resignation in your hands?

Mr. MCINTOSH. Yes, sir.

Mr. ROBSION. When was that?

Mr. MCINTOSH. He sent a note over soon after the exposure in the New York Post.

Mr. ROBSION. That was in February?

Mr. MCINTOSH. Yes, I think, or March; somewhere along there.

Mr. ROBSION. That is three months ago. What have you done with it?

Mr. MCINTOSH. Nothing.

Mr. ROBSION. You do not intend to do anything, do you?

Mr. MCINTOSH. I was asked yesterday afternoon what I thought should be done with that resignation, and I replied that I thought it should be accepted. The chief told me that he had advised Mr. Brigham, or would advise him accordingly, that that was his judgment also.

Mr. ROBSION. Now, why has it taken 90 days to act on that? Is that why you want a director—that you men will not act on things that ought to be acted upon, and you think the director would act on these things?

Mr. MCINTOSH. It seems to me that he would be delighted to take up just such measures as that and work it out.

Mr. ROBSION. Now, there is trouble up there in the New York office, is there not?

Mr. MCINTOSH. Yes, sir.

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Mr. ROBSION. What are you going to do with that situation?

Mr. MCINTOSH. All that I can say to you about that is repeating, I think, what I said this morning, that I appreciated the confusion there some months ago—appreciated the congestion of the work. I recommended, both to the standing committee and to the chief, that as soon as the eligibility squad finished its work that we organize another squad that would be a shock troop, if you please to call it so, to take up the work of the New York office, if need be—if we needed to—and pull it out of its congestion and put it over. I still think that is the rational thing to do.

Mr. ROBSION. When did you first get that idea?

Mr. MCINTOSH. Oh, months ago.

Mr. ROBSION. How many months?

Mr. MCINTOSH. Three or four—while the eligibility squad was making this report or about through with its work there.

Mr. ROBSION. Why did you not put it on?

Mr. MCINTOSH. I am telling you that I made the recommendation to the committee and to the chief.

Mr. ROBSION. And why was it not put on?

Mr. MCINTOSH. I do not know.

Mr. ROBSION. Who was opposed to that?

Mr. MCINTOSH. I do not know that anybody was particularly opposed to it.

Mr. ROBSION. So you, as a member of the board, saw where the New York office had fallen down, and saw the necessity of action, and felt that a new course should be pursued, did you not?

Mr. MCINTOSH. I did.

Mr. ROBSION. And you put that before your board and your committee and before the chief. Why did they not act upon it?

Mr. MCINTOSH. Instead of saying that I agreed that the New York office had fallen down, I appreciated the congestion of the work there and that they needed extra help, and that we should be able to lend the trained staff officers to the New York office at any moment that it became necessary to put that work over. I still think we should be in that position.

Mr. ROBSION. But, I say, why did they not do it?

Mr. MCINTOSH. I do not know.

Mr. ROBSION. Well, now, Mr. McIntosh, you were on the standing committee, and you were right in with the chief. How is it you say you do not know why they did not do it? Did they express approval or disapproval of your plan.

Mr. MCINTOSH. They must have expressed disapproval.

Mr. ROBSION. Well, you were present, were you not?

Mr. MCINTOSH. There was no approval or disapproval. I simply made the recommendation. It was not acted on; it was discussed.

Mr. ROBSION. How did you make the recommendation?

Mr. MCINTOSH. In an informal way.

Mr. ROBSION. Well, before your committee?

Mr. MCINTOSH. Yes.

Mr. ROBSION. You presented your proposition?

Mr. MCINTOSH. Yes.

Mr. ROBSION. Did it meet with approval or disapproval?

Mr. MCINTOSH. Well, it was discussed, but neither approved nor disapproved.

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Mr. ROBSION. But, Mr. McIntosh, on an important matter like that in New York it looks to me like they would take some position and that you, a man with your ability, could see that they were either for or against it.

Mr. MCINTOSH. I took it they did not favor it.

Mr. ROBSION. They did not favor it?

Mr. MCINTOSH. I took it that they did not favor it at that time.

Mr. ROBSION. But your plan would have relieved the congestion and prevented a whole lot of that delay, would it not?

Mr. MCINTOSH. I think it would.

Mr. ROBSION. Did you not know about the situation up there? They just had one doctor, and he was an incompetent man, there in charge of that medical department, and it remained that way for a long time until a man came from Canada and took hold of it. Did you know about that?

Mr. MCINTOSH. I knew of the difficulty they were having up there; yes, sir.

Mr. ROBSION. Why were not some steps taken about it?

Mr. MCINTOSH. They were, finally.

Mr. ROBSION. I see there is a letter here from the doctor up there that is connected with the board, dated May 14, 1920, reading as follows:

Honorable Mr. FESS,
Chairman Investigating Committee,
Federal Board of Vocational Education, Washington, D. C.

DEAR SIR: For four months I was employed as a medical examiner in the New York office, Federal Board for Vocational Education.

I notice that Dr. C. S. Merriam made a statement about me which is absolutely false. I therefore respectfully ask that I be summoned before the committee, as I was never given a hearing of any kind in the New York office. I also ask that Mr. T. J. O'Reilly, who acted as my stenographer and who was present at all times with me, be summoned and questioned as to my conduct and that of Dr. C. S. Merriam.

Yours, respectfully,

GEO. D. MCLEAN.

This man says he was never given a hearing at all, and there seems to be trouble between him and Dr. Merriam. What was that trouble?

Mr. MCINTOSH. I do not know. That probably took place before I came with the board. Mr. Bell came not very long after I came with the board.

Mr. ROBSION. In view of all you have heard, from all of the witnesses, do you not feel, Mr. McIntosh, that because of the system, or the lack of system, this work has been unnecessarily delayed?

Mr. MCINTOSH. I think that in the beginning entirely too many forms were introduced, too much paper work, too many examinations. I remember this thing happening. Up to the time of the leaving of the board on September 1 it was even required that men with major amputations should send in certain forms. We were about to lose four of our principal men at that time. I was over at the building where the rehabilitation work was carried on, and in order to overcome any backset and to use drastic means, if you are pleased to call it that, I suggested that the chief wire to all the officers in the United States authority that afternoon to pass upon all major amputations without reference to the central office.

Mr. ROBSION. When was that?

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Mr. McINTOSH. Well, that was the latter part of August, the last day or so of August. I called Mr. Munroe, who was in the office over here at the Maltby Building, and asked him if he concurred in that decision, and he said that he did; that it was straying away from the usual procedure quite a good deal, but he concurred in it. At the conference meeting New Year's day and the 2d and 3d day of January of this year, when the district vocational officers of the districts east of the Mississippi River were convened in this city, I advised there again the necessity of reducing the paper and form work to the minimum, and the process was begun at that meeting, and has been going on ever since, and I think there is abundant evidence that that is being corrected. That accounts for much of the delay that was experienced in the earlier months of this work, and I think that we can make a good deal of progress yet in eliminating certain forms and certain requirements that we at first thought would be necessary.

Mr. ROBSION. Do you not think that the system employed by the board, or the lack of system, has necessitated spending considerably more money than ought to have been spent?

Mr. McINTOSH. Well, I do not know about that, Mr. Robsion. I would hate to say it is a fact.

Mr. ROBSION. Mr. Lamkin, I believe, has placed his resignation in your hands?

Mr. McINTOSH. That is perpetual. He placed it in our hands when he took employment with us.

Mr. ROBSION. You realize that if Mr. Lamkin will not act on these matters, you will have to get a man who will, do you not?

Mr. McINTOSH. Mr. Lamkin is a very able man. I think it would relieve him or any other chief if he could divide the responsibility of administration with the——

Mr. ROBSION. You think what?

Mr. McINTOSH. I say I think it would relieve him, or any other man who might become chief of the rehabilitation work, if some matters concerning the larger policies of administration were given to the——

Mr. ROBSION. Why is it that you do not permit Mr. Lamkin to come before your board?

Mr. McINTOSH. There is not any necessity for it. In the beginning, there is no injunction against it particularly.

Mr. ROBSION. Well, since he has not been invited, I assume there is either a tacit or express injunction against it.

Mr. McINTOSH. The standing committee is in daily contact with the chief, and saturated with his ideas and his purposes and his desires.

Mr. ROBSION. Does that saturation lead to the board?

Mr. McINTOSH. We are certainly in position to tell them anything that we——

Mr. ROBSION. What the chief says?

Mr. McINTOSH. Yes.

Mr. ROBSION. Why not have the chief tell them himself?

Mr. McINTOSH. There is no objection to it.

Mr. ROBSION. Why do you not do it?

Mr. McINTOSH. There is no objection to it.

Mr. ROBSION. Why do you not do it?

Mr. McINTOSH. Well, of course, usually in ordering a thing done, I want to see a good reason for it; I want to see some advantage in it?

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Mr. ROBSION. I understand, but why do you not have the chief? If the chief can tell you, and you tell the board, why not have the chief tell the board himself, so that the other members of the board would get his point of view and the contact, and he may get theirs?

Mr. MCINTOSH. I may say that at the last board meeting it was suggested—and I think it grew out of the suggestions here from the committee—it was suggested that that be done, and it was concurred in by the standing committee.

Mr. ROBSION. When did Dr. Claxton meet with your committee?

Mr. MCINTOSH. Last Thursday and last Tuesday night.

Mr. ROBSION. When before that?

Mr. MCINTOSH. I am not sure whether he was present at last month's meeting or not. I do not know.

Mr. ROBSION. When did the Cabinet members meet with your board?

Mr. MCINTOSH. They met—one of them was present—on last Thursday.

Mr. ROBSION. Before that?

Mr. MCINTOSH. The month before.

Mr. ROBSION. Who was that that met with you?

Mr. MCINTOSH. Since I have been on the——

Mr. ROBSION. Which members of the Cabinet have met with you and which have not since you have been a member of the board?

Mr. MCINTOSH. I have been at numerous meetings where Secretary Wilson, Secretary Houston——

Mr. ROBSION. I am talking of meetings of the board now, Mr. McIntosh.

Mr. MCINTOSH. Well, I am talking about——

Mr. ROBSION. I am talking about board meetings. I am not talking about you and one or two members, but the regular board meetings.

Mr. MCINTOSH. That is what I am talking about. Secretary Houston was generally there. It is exceptional for him to be away. Secretary Wilson has been there on numerous occasions at board meetings. Secretary Redfield was present often. Secretary Alexander has not missed a meeting that I know of since he became Secretary of Commerce.

Mr. TOWNER. He learned to be efficient in Congress.

Mr. HITCHCOCK. He is present at all meetings. Secretary Meredith was present last month. Secretary Wilson was present the month before. Secretary Meredith was not present this month because he is in the hospital.

Mr. ROBSION. Now, Mr. McIntosh, there has not been just the proper unity or uniform or good relationship between the members of your standing committee, has there?

Mr. MCINTOSH. There is no discord that I know of.

Mr. ROBSION. Well, you do not act together?

Mr. MCINTOSH. We do not always see alike.

Mr. ROBSION. Do you not differ on most of the important questions that present themselves?

Mr. MCINTOSH. Oh, no; I should say that the standing committee has been noted for its unanimity of feeling and action.

Mr. ROBSION. Well, do you act upon Mr. Lamkin's recommendations, substantially?

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Mr. McINTOSH. Yes; nearly always favorably.

Mr. ROBSION. But he does not act upon yours?

Mr. McINTOSH. He can not carry out our suggestions immediately, and sometimes when we give it to him simply as a suggestion, he might not agree, but when the board or the standing committee issues an order Mr. Lamkin is very prompt in carrying that out.

Mr. ROBSION. Now, Mr. McIntosh, we have spent several weeks here in hearing testimony. Have you got any good ideas that will help us in the administration of this great problem?

Mr. McINTOSH. I have to say this, that it has been illuminating.

Mr. ROBSION. Has it put any pep into the work?

Mr. McINTOSH. Well, I should think that there would be an after effect of at least trying to cure the obvious defects that have been charged to exist.

Mr. ROBSION. Have you started to do that yet?

Mr. McINTOSH. Oh, yes; there has been action taken already.

Mr. ROBSION. So you, since this evidence has come out, as to the defects, and so on, you have already put on foot plans to correct it. Now, what have you done along that line?

Mr. McINTOSH. Mr. Lamkin visited the New York office this week with a view to getting first-hand knowledge of the situation there, and proposes to make such changes there as are necessary and such recommendations to the board as he thinks——

Mr. ROBSION. Is that all? That is Mr. Lamkin acting. What else has been done to correct these conditions that have been brought forth in this investigation?

Mr. McINTOSH. I do not know of anything.

Mr. ROBSION. So it has not had much effect, has it, if it is just the mere sending of Mr. Lamkin to New York to look after the office up there?

Mr. McINTOSH. I do not know of anything particularly that has been set up as the result of this investigation.

Mr. ROBSION. So the investigation has not helped you, has it?

Mr. McINTOSH. I said I thought it had.

Mr. ROBSION. I want to know how, and what you have done to help it—what they have done?

Mr. McINTOSH. There has not been anything. The matters have been discussed at the board meetings. For instance, at the last board meeting it was suggested that a very definite policy with respect to the emphasis to be placed on academic and industrial training, or shop training, should be established; that there must be a well-defined policy with respect to the soldiers——

Mr. ROBSION. Did that grow out of this investigation?

Mr. McINTOSH. I think it did. I would have to credit it to that.

Mr. ROBSION. Go on and tell us what it has done and what has been the result.

Mr. McINTOSH. That matter is to be looked into and studied carefully and further discussed by the board.

Mr. ROBSION. That is just preliminary discussion. I want you to state something you have done—action that has been taken.

Mr. McINTOSH. That was an action that was taken. It was made a matter of record.

Mr. ROBSION. You said you had discussion, but you did not know what you are going to do.

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Mr. McINTOSH. We are going to arrive at a decision in a short time with respect to that.

Mr. ROBSION. As far as we know or you know, the decision may be opposite to any progress or any further development?

Mr. McINTOSH. Well, it would represent the conclusion of the full board.

Mr. ROBSION. Well, have you speeded up the work any? That is what the people want—speeding up. Since the 1st of March has it been speeded up, or is it still dragging along like it was—as these witnesses describe?

Mr. McINTOSH. I have nothing to offer that there has been instituted particularly since this investigation has been going on—a speeding up of the work.

Mr. ROBSION. If it has not speeded you up any—this investigation—has it slowed you down? You can not stand in one place?

Mr. McINTOSH. No.

Mr. ROBSION. I want to know about it—which way you are moving.

Mr. McINTOSH. The investigation, of course, did in a measure slow up the work while we were here and giving our time to this.

Mr. ROBSION. Why is it that your report shows more cases passed on since this investigation started? You have increased 100 per cent. If it slowed you down, what did it slow you down in?

Mr. McINTOSH. The expected accelaration in putting men into training as the result of instructions given months ago.

Mr. ROBSION. Mr. McIntosh, I, just for one, feel that this investigation has rather wound us all up and put some pep into this work. I would like to know if it has put any pep in the board.

Mr. McINTOSH. I think this, Mr. Chairman, that as far as the action of this board is concerned in this work, I think it was running at top-notch speed, and has been all the way along.

Mr. ROBSION. But it was run wrong in some directions, was it not?

Mr. McINTOSH. Well, I do not know, as a matter of general policy, that it has been.

Mr. ROBSION. When you speak of the board, you do not mean that the New York office and other places were running at top notch? They were not running in high, were they?

Mr. McINTOSH. No; there has been ground for criticism; there is no question about that.

Mr. ROBSION. Well, I just want to know if it has been moving.

Mr. McINTOSH. I say this, that, of course, we have got a new angle; we have got these specific things that have been brought out here, the criticisms, and certainly it is going to be our purpose to look into every one of them and see if they can not be corrected.

Mr. ROBSION. I was trying to find out if criticism could help your board or not.

Mr. McINTOSH. I should think that it would put the board more on its guard.

Mr. ROBSION. I would like for you to just come out and say so.

Mr. McINTOSH. I have tried to agree with you and say that I think it would put the board on its guard to do a more perfect job.

Mr. ROBSION. It would, but did it do it?

Mr. McINTOSH. So far, I have not seen so much evidence of it.

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Mr. ROBSION. If you have not been helped now, how can you be helped, if it has not had any effect yet?

Mr. MCINTOSH. It has in promulgating orders——

Mr. ROBSION. No; you said it might take effect on the board. If it has not taken any effect yet, if it has not settled down and settled in and sunk in in six weeks, how could it——

Mr. MCINTOSH. We have only had the one board meeting, and all the time that we had was taken up by discussion——

Mr. ROBSION. Well, for speeding up this work it does not require a board meeting, does it?

Mr. MCINTOSH. No; I do not think so.

Mr. ROBSION. That is the main point, to speed it up and get the boy in training at the proper place. I am very anxious that that be done. That is all.

Mr. BURROUGHS. I do not know but what you have already stated it, but how often does the board itself meet?

Mr. MCINTOSH. Once a month.

Mr. BURROUGHS. But your standing committee is in session practically all the time?

Mr. MCINTOSH. Yes, sir; now, since we have this rehabilitation work.

Mr. BURROUGHS. That is all.

The CHAIRMAN. That is all. You are excused. The committee stands adjourned.

(Whereupon the committee adjourned.)

(The following letter contains the information requested relative to the proposed emergency loan fund for soldiers:)

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, May 18, 1920.

Hon. SIMEON D. FESS,
Chairman Committee on Education,
House of Representatives, Washington D. C.

MY DEAR DR. FESS: In compliance with your request for some figures relating to the emergency loan fund for soldiers who come within our jurisdiction, I am offering you herewith statement furnished by Mr. Aronoff, who has charge of the Elks fund and the Red Cross fund used for this purpose. These figures are taken from his books as of May 1, 1920.

"From March, 1919, to May, 1920, there has been a total number of loans amounting to 28,262. The average number of loans per month is 2,018. The total amount loaned is $494,944.97. The average amount loaned (average taken over period of last seven months) is $41,519.83. Total refunds equal $353,756.54, which approximates 71½ per cent of the total amount loaned. The average refunds per month taken over the period of the last seven months is $37,457.82. It will be understood here, however, that the fund must be in operation many months before refunds reach the point where they are so close to the amount loaned.

"To show you what has been done in the Elks fund alone I have to advise on April 30, 1920, the original $200,000 fund of the Elks war-relief commission had turned over twice and was on its third revolution, there having been loaned from it $486,863.47; $353,576.54 had been returned. This leaves outstanding on the Elks fund slightly in excess of $133,000. Added to this is approximately $30,000 spent for subsistence and school expenses of disabled boys trained under the fund on account of ineligibility for training under the vocational rehabilitation act. These boys are all American citizens, but are not eligible for training by the board because of their discharge from an army of the Allies. It will thus be seen that the Elks' fund to-day is operating on about $40,000. It was therefore necessary to augment the loan fund by the fund W. Z.-36 appropriated by the American National Red Cross. This fund amounts to $75,000. It was put into operation about the middle of April, and

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no essential figures are therefore available. The Elks fund was permitted to remain in six districts and the Red Cross instituted to the remaining eight. Although less than $30,000 of the Red Cross fund has actually been drawn from the bank, about $35,000 has been loaned out on drafts to the boys and is only awaiting clearance through the banks of the country. More than $60,000 has already been allotted to me by the Red Cross, of which I have allocated about $42,000 in the districts."

In view of the increasing numbers which are coming within our care, and in view of the tendency to liberalize with respect to the care of the disabled soldier, and in view of the fact that this relates to a loan fund only, I am of the opinion that Congress should provide a fund which may meet more adequately the growing demands for this relief. Five hundred thousand dollars, therefore, does not seem to me to be excessive for this purpose.

I wish, also, to call your attention to the necessity for making some provision for the training and care of discharged American boys who served in the armies of the Allies. I think this has been called to the attention of the committee, but I take the occasion here to reinforce the justice of this claim.

Sincerely, yours,

C. F. McINTOSH,
Member Federal Board for Vocational Education.

AFFIDAVIT OF H. L. SMITH.

BLOOMINGTON, IND., *May 10, 1920.*

Mr. UEL W. LAMKIN,
Chief, Federal Board for Vocational Education,
Washington, D. C.

DEAR MR. LAMKIN: In the first paragraph on page 564 of hearing before the Committee on Education, House of Representatives, Sixty-sixth Congress, second session, Saturday, April 10, 1920, Mr. Griffin is quoted as having testified as follows in regard to the reasons for his transfer from the position of district vocational officer in New York to the central office in Washington:

"Mr. GRIFFIN. The reason given by Dr. Smith, Chief of the Division of Rehabilitation, was that my attitude toward the soldier was entirely too sympathetic, and that I had put in too much time interviewing soldiers and not enough into administration work; that the condition of the appropriation was such that more restrictive measures would have to be taken in regard to the rehabilitation of soldiers."

I wish to state that if Mr. Griffin is correctly quoted, he is in error in this testimony. Mr. Griffin was asked to give up the position as district vocational officer wholly on the ground of inefficiency in the administration of that office, as was testified to by several different persons, all of which testimony you will find on file in the central office. I went over with Mr. Griffin an analysis of what were considered his administrative weaknesses, including his unwise distribution of time and ineffective administrative methods. In my conference with Mr. Griffin in regard to his transfer I did not state, neither did I imply, that he had been too sympathetic with disabled soldiers. I commended him for the interest that he said he had taken in the soldiers and told him that his transfer to the central office on the case board would give the Federal board an opportunity to realize on this quality to the highest advantage. I told Mr. Griffin, too, that if he would prefer to stay in the New York office in a similar capacity, that transfer would be made. Mr. Griffin chose—and, in my judgment, chose wisely—to be transferred to the central office rather than to take up a different line of work in the New York office.

Very truly, yours,

H. L. SMITH.

I solemly swear this document to be a true copy of the original.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

STATE OF INDIANA, *Monroe County, ss:*

Before me, Kearney G. Buskirk, a notary public in and for said county and State, personally appeared H. L. Smith, who, being duly sworn on his oath,

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states that he is the H. L. Smith who signed the attached letter and that the statements therein contained are true.

Subscribed and sworn to this 11th day of May, 1920.

KEARNEY G. BUSKIRK, *Notary Public.*

My commission expires June 3, 1920.

I solemnly swear this document to be a true copy of the original.

[SEAL.] MARYE E. LARKIN,
Notary Public.

My commission expires February 13, 1925.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION FOR
DISABLED SOLDIERS, SAILORS, AND MARINES.
Washington, D. C., April 3, 1920.

From: Disbursing officer.
To: Chief Division of Rehabilitation.
Re: Unpaid vouchers as of April 1, 1920.

Referring to your note of April 1, there is inclosed herewith report showing number of unpaid vouchers in the disbursing office as of April 1, 1920, together with information as to names of claimants, amounts, dates received in central office and in disbursing office, why held, etc.

H. F. DOLAN,
Disbursing Officer.

Payee.	Amount.	Date received at central office.	Date received at disbursing office.	Why held.	District vocational office No.
The Aarons Stationery Co	$19.15	Feb. 12, 1920	Mar. 31, 1920		11
Adams Cushing & Foster (Inc.)	33.08	Feb. 28, 1920	Mar. 30, 1920		1
Do	74.20	Mar. 1, 1920	do		1
Do	350.60	Dec. 10, 1919	do		1
Do	91.63	Dec. 1, 1919	do		1
Do	52.00	Dec. 3, 1919	do		1
Allen Book & Printing Co	7.80	Mar. 12, 1920	Apr. 1, 1920		2
Do	6.50	do	do		2
American Bureau of Engineering (Inc.).	13.50	Mar. 11, 1920	Mar. 31, 1920		8
Do	13.50	do	do		8
Do	15.00	Mar. 17, 1920	do		8
American Business College	669.07	Mar. 12, 1920	Mar. 30, 1920		10
Arcade House & Window Cleaning Co.	8.00	do	Mar. 23, 1920		2
Do	6.00	Feb. 25, 1920	do		2
Arrenberg Auto Supply Co	9.00	Mar. 4, 1920	Mar. 31, 1920		13
The Automatic Supply Co	3.91	Mar. 3, 1920	Mar. 31, 1920		10
The Baldwin Law Book Co	10.50	Dec. 27, 1919	Apr. 1, 1920		7
Banner Laundering Co	1.58	Mar. 24, 1920	Mar. 30, 1920		8
Do	2.25	do	do		8
Do	2.25	do	do		8
Do	1.25	do	do		8
Do	2.25	do	do		8
Do	2.25	do	do		8
Do	2.25	do	do		8
Do	2.25	do	do		8
Barber & Ross	3.52	Feb. 25, 1920	Mar. 29, 1920		4
E. Baumgarten	2.10	Mar. 1, 1920	Mar. 30, 1920		4
Baylor University	36.00	Dec. 26, 1919	Mar. 31, 1920		14
B. F. Bell	22.50	Mar. 23, 1920	Mar. 29, 1920		14
The Bell Telephone Co. of Pennsylvania.	4.00	Mar. 15, 1920	Mar. 17, 1920		3
Do	1.81	do	do		3
Do	3.40	Feb. 21, 1920	Mar. 13, 1920		3
Do	.65	Mar. 11, 1920	do		3
Do	4.00	Feb. 21, 1920	do		3
Do	3.71	Feb. 25, 1920	do		3
Beutel Business College	1.40	Mar. 20, 1920	Apr. 1, 1920		13
Boston Laboratories (Inc.)	2.00	Mar. 26, 1920	Mar. 31, 1920		1
Do	2.00	do	do		1
Boyles College	4.35	Mar. 17, 1920	do		9
Bradley Polytechnic Institute	612.28	do	do		8
Brown's Business College	.20	Mar. 22, 1920	Apr. 1, 1920		8
Burroughs Adding Machine Co	2.04	Mar. 1, 1920	Mar. 29, 1920		11

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Payee.	Amount.	Date received at central office.	Date received at disbursing office.	Why held.	District vocational office No.
Cannon Ball Towel Supply Co...	31.46	Mar. 26, 1920	Mar. 30, 1920		(1)
Cape Girardeau Business College.	62.87	Mar. 18, 1920	Mar. 31, 1920		9
Carlisle Hardware Co.	11.98	.....do.....	Apr. 1, 1920		1
Case School of Applied Science..	45.95	.....do.....	Mar. 31, 1920		(2)
Do.	579.06	Mar. 1, 1920	.....do.....		(2)
National Catholic War Council..	2,812.67	Mar. 1?, 1920	Mar. 30, 1920		(3)
Central Business College.	27.00	Mar. 22, 1920	Apr. 1, 1920		9
Central Iowa Business College...	15.00	Mar. 20, 1920	.....do.....		9
Central Union Telephone Co.....	7.00	Jan. 2?, 1920	Mar. 13, 1920		7
Do.	7.00	Mar. 9, 1920	.....do.....		7
Do.	7.05	Mar. 3, 1920	Mar. 12, 1920		7
The Chesapeake & Potomac Telephone Co.	424.10	Feb. 14, 1920	Mar. 15, 1920		(4)
The Chesapeake & Potomac Telephone Co. of Baltimore.	13.85	Mar. 9, 1920	Mar. 13, 1920		4
The Chesapeake & Potomac Telephone Co. of Virginia.	33.90	Feb. 6, 1920	.....do.....		4
Do.	19.10	Mar. 9, 1920	.....do.....		4
Do.	18.90	Feb. 7, 1920	.....do.....		4
Do.	7.90	.....do.....	.....do.....		4
The Chesapeake & Potomac Telephone Co. of Baltimore.	11.42	Nov. 28, 1919	Mar. 13, 1920		4
The Chesapeake & Potomac Telephone Co. of Virginia.	113.06	Mar. 2, 1920	Mar. 4, 1920		4
Citizens Telephone Co.	4.50	Mar. 8, 1920	.....do.....		8
Do.	4.50	.....do.....	.....do.....		8
Do.	4.50	.....do.....	.....do.....		8
Do.	.87	.....do.....	Mar. 17, 1920		8
Do.	4.50	.....do.....	Mar. 13, 1920		8
Coffeyville Business College.....	2.38	Mar. 17, 1920	Apr. 1, 1920		9
Do.	21.25	Mar. 20, 1920	.....do.....		9
College bookstore.	14.44	Mar. 11, 1920	Mar. 31, 1920		9
Do.	484.30	Mar. 3, 1920	.....do.....		10
Colorado College.	74.00	Mar. 17, 1920	.....do.....		11
Columbia University Press bookstore.	13.85	Nov. 28, 1919	Apr. 1, 1920		2
Consumers Power Co.	1.76	Mar. 20, 1920	Mar. 23, 1920		8
Do.	9.64	Feb. 28, 1920	Mar. 13, 1920		8
Do.	3.40	.....do.....	.....do.....		8
Cornell College.	10.00	Mar. 17, 1920	.....do.....		9
Creighton University.	16.25	Mar. 6, 1920	.....do.....		9
H. S. Crocker Co.	113.66	Feb. 4, 1920	Mar. 29, 1920		12
Do.	570.00	Jan. 2, 1920	.....do.....		12
W. L. Crosthwait.	13.00	Mar. 23, 1920	.....do.....		14
Cumberland Telegraph & Telephone Co.	11.30	.....do.....	Mar. 25, 1920		6
Do.	7.55	Mar. 22, 1920	.....do.....		7
Do.	11.05	Mar. 1, 1920	Mar. 15, 1920		7
Do.	7.30	Dec. 26, 1919	.....do.....		7
Do.	7.00	Jan. 26, 1920	.....do.....		7
Do.	7.05	Mar. 9, 1920	.....do.....		7
Do.	8.00	Jan. 9, 1920	Mar. 11, 1920		6
Do.	3.73	.....do.....	Mar. 15, 1920		6
Do.	16.00	Feb. 7, 1920	.....do.....		6
Do.	8.25	.....do.....	.....do.....		6
Do.	21.90	Mar. 13, 1920	.....do.....		6
Do.	8.00	Mar. 18, 1920	Mar. 22, 1920		5
Palace Ice Factory Light & Power Co.	9.00	Mar. 23, 1920	Mar. 25, 1920		14
Dallas Telephone Co.	10.60	Dec. 8, 1919	Mar. 13, 1920		14
Democrat Printing & Lithographing Co.	250.42	Dec. 17, 1919	Jan. 21, 1920		14
Depauw University.	12.00	Mar. —, 1920	Apr. 1, 1920		8
Do.	12.00	Mar. 6, 1920	.....do.....		8
The Dental Specialty Co.	88.66	Feb. 17, 1920	Mar. 31, 1920		11
De Silva Sign Co.	4.90	Mar. 19, 1920	Mar. 30, 1920		1
Des Moines College.	54.90	Mar. 17, 1920	Apr. 1, 1910		9
Devoe & Raynolds Co. (Inc.).	78.32	Mar. 19, 1920	Mar. 31, 1920		2
Dodson, Fisher, Brockmann Co..	49.97	Feb. 17, 1920	Apr. 1, 1920		10
Drake University.	279.92	Mar. 20, 1920	Mar. 31, 1920		9
Draughon's Business College.	98.50	Mar. 10, 1920	.....do.....		14
The Joseph P. Dunn Shoe & Leather Co.	9.05	Feb. 12, 1920	.....do.....		11
Do.	4.60	Feb. 17, 1920	.....do.....		11
Duquesne Towel & Supply Co...	4.05	Mar. 23, 1920	Mar. 26, 1920		3
The Elliott Commercial School..	143.00	Mar. 6, 1920	Mar. 30, 1920		4
Do.	148.63	.....do.....	.....do.....		4
Erie Business College.	207.00	Mar. 18, 1920	Apr. 1, 1920		3

[1] Dallas. [2] Cincinnati. [3] Washington, D. C. [4] Central office.

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Payee.	Amount.	Date received at central office.	Date received at disbursing office.	Why held.	District vocational office No.
Esterbrook Steel Pen Manufacturing Co	20.30	Mar. 3, 1920	Mar. 30, 1920		2
Dr. A. O. Etienne	4.00	Mar. 15, 1920	Mar. 29, 1920		4
Eugene Dietzgen Co. (Inc.)	9.23	Mar. 19, 1920	Apr. 1, 1920		2
Do	10.53	Mar. 2, 1920	Mar. 31, 1920		2
A. E. Evans	3.75	Feb. 12, 1920	do		13
Evans Bookstore	7.00	do	do		11
Evans Bros	53.80	Mar. 8, 1920	do		7
Do	25.00	Mar. 15, 1920	Apr. 1, 1920		7
The Exchange Store	123.64	Feb. 15, 1920	Mar. 31, 1920		14
Fargo School of Business	440.00	Mar. 6, 1920	Mar. 30, 1920		10
A. D. Faville	1.75	Feb. 20, 1920	Mar. 31, 1920		11
Fine Arts Institute	45.00	Mar. 22, 1920	do		9
Do	63.51	Mar. 12, 1920	do		9
First Wisconsin National Bank Building.	3.25	Mar. 23, 1920	Mar. 25, 1920		8
Ford Optical Co	2.00	Feb. 25, 1920	Mar. 31, 1920		11
Do	4.50	Mar. 1, 1920	do		11
Fort Dodge Business College	30.00	Mar. 20, 1920	do		9
Do	5.50	Mar. 9, 1920	do		9
Fowler Manufacturing Co. (Ltd.)	15.20	Mar. 23, 1920	Mar. 25, 1920		9
Franklin LeRow Co	43.20	Mar. 11, 1920			8
Franklin Union	101.55	Feb. 12, 1920	Mar. 29, 1920		1
Dr. S. M. Freedman	15.00	Jan. 24, 1910	do		14
C. A. Gates	20.00	Mar. 20, 1920	Mar. 23, 1920		4
Georgia-Alabama Business College.	291.67	Mar. 15, 1920	Mar. 31, 1920		5
Georgia School of Technology	783.24	do	do		5
Do	466.66	do	do		5
Gettysburg Academy	37.50	Mar. 4, 1920	do		3
Gilman's Drug Store	25.00	Mar. 27, 1920	Mar. 30, 1920		4
Do	25.00	Jan. 14, 1920	do		4
Globe-Wernicke Co	98.70	Feb. 14, 1920	do		4
E. R. Gordon	5.00	Mar. 29, 1920	Apr. 1, 1920		6
Sidney T. Gras	3.50	Feb. 3, 1920	do		6
Great Falls Commercial College	40.00	Mar. 18, 1920	Mar. 31, 1920		11
Grosso Motor Sales Co	75.00	Feb. 10, 1920	do		1
Henry C. Hall	4.00	Jan. 14, 1920	Mar. 29, 1920		3
Alexander Hamilton Institute	120.00	Mar. 17, 1920	Apr. 1, 1920		2
Louis Hartig	1.30	Jan. 6, 1920	Mar. 29, 1920		4
Harvey & Smith	118.75	Mar. 2, 1920	Mar. 31, 1920		9
Hibbard, Spencer, Bartlett & Co.	12.78	Feb. 19, 1920	Apr. 1, 1920		8
Herrick Book & Stationery Co	14.80	Mar. 9, 1920	Mar. 31, 1920		11
Edwin Hewitt	5.00	Mar. 23, 1920	Mar. 27, 1920		11
Do	5.00	Mar. 2, 1920	Mar. 21, 1920		11
Howard University	489.89	Feb. 26, 1920	Mar. 30, 1920		4
Illinois College of Chiropody	13.00	Mar. 20, 1920	Apr. 1, 1920		8
Illinois Wesleyan University	12.43	do	do		8
Indiana Business College	337.00	Mar. 15, 1920	do		8
Indiana State Normal	24.17	Mar. 18, 1920	Mar. 31, 1920		8
Indiana University	157.84	Mar. 13, 1920	do		8
International Business College	341.16	Mar. 6, 1920	do		8
International Harvester Co	58.57	Nov. 21, 1920	Mar. 29, 1920		9
Iowa Telephone Co	11.70	Feb. 26, 1920	Mar. 13, 1920		9
Do	6.60	Mar. 15, 1920	Mar. 17, 1920		9
Do	6.60	Feb. 26, 1920	Mar. 13, 1920		9
Aaron Johnson Jewelry Manufacturing Co.	44.35	Feb. 21, 1920	Apr. 1, 1920		10
Kalamazoo Loose Leaf Binder Co.	200.70	Jan. 23, 1920	Mar. 29, 1920		4
Kansas City Telephone Co	6.60	Mar. 15, 1920	Mar. 17, 1920		9
Kansas State Agricultural College	80.50	Mar. 22, 1920	Apr. 1, 1920		9
Kansas University of Commerce	164.00	Mar. 11, 1920	Mar. 31, 1920		9
Kee Lox Manufacturing Co	632.00	Nov. 25, 1919	Mar. 30, 1920		3
The Koester School	205.42	Mar. 8, 1920	Apr. 1, 1920		8
Krinke School of Music	95.33	Feb. 9, 1920	do		13
Frank J. Learman	11.00	Mar. 12, 1920	Mar. 31, 1920		2
Lincoln Telephone & Telegraph Co.	7.00	Mar. 15, 1920	Mar. 17, 1920		9
Do	13.00	Jan. 8, 1920	Mar. 13, 1920		9
Do	2.40	Jan. 14, 1920	do		9
Do	8.10	Feb. 18, 1920	do		9
Los Angeles Business College and Engineer Training School.	200.00	Mar. 15, 1920	Apr. 1, 1920		12
Lowell Textile School	148.48	Jan. 19, 1920	Mar. 31, 1920		1
Macmillan Co	1.36	do	do		2
J. A. Majors Co	7.75	Mar. 17, 1920	Apr. 1, 1920		14
Do	2.25	do	do		14
William Mann Co	27.45	Mar. 19, 1920	Mar. 29, 1920		3
Mankato Commercial College	228.00	Mar. 9, 1920	Mar. 31, 1920		10

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Payee.	Amount.	Date received at central office.	Date received at disbursing office.	Why held.	District vocational office No.
McAlester Business College	$28.55	Mar. 12, 1920	Mar. 31, 1920		14
Do	20.00	....do	....do		14
A. C. McClure & Co	6.00	Mar. 8, 1920	Apr. 1, 1920		8
McGraw-Hill Book Co	3.40	Mar. 12, 1920	....do		2
Do	4.00	Mar. 19, 1920	....do		2
Metropolitan Business College	10.00	Mar. 8, 1920	....do		8
Do	.90	....do	....do		8
Miller-Davis Co	41.16	Mar. 23, 1920	Mar. 29, 1920		10
Do	84.55	Mar. 9, 1920	Mar. 30, 1920		10
Do	48.00	Feb. 20, 1920	....do		10
Miller School of Business	714.00	Mar. 9, 1920	....do		7
Minneapolis College of Law	30.00	Mar. 18, 1920	Mar. 31, 1920		10
Minneapolis Institute of Pharmacy.	108.75	Mar. 6, 1920	....do		10
Minneapolis School of Business	4.20	Feb. 16, 1920	....do		10
Do	707.20	Mar. 15, 1920	....do		10
Minot College of Commerce	15.00	Mar. 3, 1920	....do		10
Do	30.00	....do	....do		10
Do	30.00	Mar. 22, 1920	....do		10
Missouri School of Mines and Metallurgy.	11.25	Mar. 17, 1920	Apr. 1, 1920		9
Missouri Wesleyan Co	25.00	Mar. 10, 1920	Apr. 1, 1920		9
Moise-Klinker Co	.30	Nov. 29, 1919	Mar. 29, 1920		12
Moler Barber College	16.10	Feb. 9, 1920	Apr. 1, 1920		14
Moler Barber Co	17.50	Mar. 12, 1920	Mar. 31, 1920		14
Mountain States Telephone & Telegraph Co.	3.20	Dec. 20, 1919	Mar. 3, 1920		11
Do	5.10	Mar. 9, 1920	Mar. 11, 1920		14
Multigraphing & Addressing Co	7.00	Feb. 17, 1920	Mar. 29, 1920		3
J. B. Murphy	2.00	Feb. 10, 1920	Mar. 30, 1920		14
Do	4.00	Jan. 26, 1920	Mar. 29, 1920		14
Do	2.00	Feb. 10, 1920	Mar. 30, 1920		14
Do	2.00	Feb. 18, 1920	....do		14
Do	2.00	Feb. 10, 1920	....do		14
Do	2.00	....do	....do		14
Do	4.00	Feb. 18, 1920	....do		14
Do	6.00	Feb. 10, 1920	....do		14
Do	5.00	....do	....do		14
Do	5.00	....do	....do		14
Do	2.00	....do	....do		14
Do	2.00	....do	....do		14
Do	2.00	....do	....do		14
Do	7.00	....do	....do		14
Do	2.00	....do	....do		14
Do	2.00	....do	....do		14
Do	2.00	Feb. 18, 1920	....do		14
Do	5.00	Feb. 10, 1920	....do		14
Do	2.00	....do	....do		14
Do	2.00	....do	....do		14
Do	2.00	....do	....do		14
Do	2.00	....do	....do		14
Do	2.00	....do	....do		14
Do	2.00	Mar. 23, 1920	Mar. 29, 1920		14
Do	4.00	....do	....do		14
Do	3.00	Mar. 26, 1920	Mar. 31, 1920		14
Do	2.00	....do	....do		14
National Electrical Supply Co	2.87	Feb. 18, 1920	Mar. 30, 1920		4
National Salesmans Training Association.	14.50	Mar. 11, 1920	Mar. 31, 1920		9
Newark Technical School	6,952.54	Mar. 12, 1920	Apr. 1, 1920		2
New Bedford Vocational School	444.00	Mar. 13, 1920	....do		1
The New England Conservatory of Music.	34.00	Mar. 17, 1920	Mar. 31, 1920		1
Do	35.50	....do	....do		1
Do	60.00	....do	....do		1
Do	236.00	....do	....do		1
Do	35.50	....do	....do		1
Do	70.00	....do	....do		1
T. B. Neusome	20.00	Mar. 9, 1920	Apr. 1, 1920		5
North Carolina State College of Agriculture and Engineering.	2,181.66	Mar. 15, 1920	....do		5
North Dakota Agricultural College.	890.25	Mar. 12, 1920	Mar. 31, 1920		10
The New York Academy	137.03	....do	....do		2
New England Telephone & Telegraph Co.	12.55	Mar. 5, 1920	Mar. 8, 1920		1
New York Mergenthaler Linotype School.	144.22	Mar. 12, 1920	Mar. 31, 1920		2
New York University	68.00	....do	Apr. 1, 1920		2
Office Training School	602.67	Mar. 15, 1920	Mar. 30, 1920		7

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Payee.	Amount.	Date received at central office.	Date received at disbursing office.	Why held.	District vocational office No.
Pacific Telephone & Telegraph Co.	$74.85	Feb. 4,1920	Mar. 17,1920		13
Pan American College of Commerce.	.75	Mar. 15,1920	Mar. 31,1920		6
The Pennsylvania Institute for the Instruction of the Blind.	17.15	Mar. 11,1920	.....do.....		3
Platt Commercial College	13.50	Feb. 16,1920	.....do.....		9
Post Graduate Medical School	260.00	Mar. 17,1920	.....do.....		8
Do	280.00	Mar. 24,1920	.....do.....		8
The Postal-Telegraph Cable Co. of Texas.	101.33	Feb. 21,1920	Mar. 15,1920		14
Potts's Business College	37.50	Mar. 24,1920	Mar. 31,1920		12
Primrose Wholesale Jewelry Co.	24.85	Mar. 9,1920	.....do.....		11
Providence Telephone Co.	11.67	Mar. 13,1920	Mar. 17,1920		1
David Ranken, jr., School of Mechanical Trade.	11.00	Mar. 17,1920	Apr. 1,1920		9
The Reese Publicity Co. (Inc.)	17.65	Dec. 3,1919	Mar. 30,1920		4
Remington Typewriter Co.	4.00				5
E. D. Rice	5.50	Feb. 18,1920	Mar. 30,1920		14
Do	2.00	.....do.....	.....do.....		14
Geo. S. Richardson	52.50	Feb. 20,1920	Apr. 1,1920		11
Rochester Business Institute	416.50	Mar. 12,1920	.....do.....		2
H. G. Rockwell	3.00	Mar. 23,1920	Mar. 29,1920		1
St. Joseph's Hospital	100.75	Jan. 26,1920	.....do.....		4
St. Louis University	351.66	Mar. 17,1920	Mar. 30,1920		9
San Francisco Show Card School.	171.00	Feb. 26,1920	Mar. 31,1920		12
Sanitary Cup & Service Co.	40.00	Nov. 25,1919	Mar. 29,1920		8
Carl Marion Sautter	100.00	Mar. 19,1920	Mar. 30,1920		1
Do	235.00	Mar. 15,1920	.....ho.....		2
The Shaw Walker Co.	11.78	Feb. 20,1920	.....do.....		8
Do	10.85	.....do.....	.....do.....		5
L. C. Smith & Bros., Typewriter Co.	24.00	Feb. 25,1920	Mar. 29,1920		11
Southern School Book Depository.	4.96	Mar. 15,1920	Apr. 1,1920		5
Southwestern Bell Telephone Co.	104.65	Feb. 12,1920	Mar. 8,1920		14
Do	16.25	Mar. 10,1920	Mar. 13,1920		9
State College of Washington	532.00	Dec. 26,1919	.....do.....		13
John B. Stetson University	34.90	Mar. 11,1920	Apr. 1,1920		6
Success Business School	93.75	Mar. 3,1920	.....do.....		13
Summers College of Commerce	43.77	Mar. 17,1920	Mar. 29,1920		9
The E. & J. Swigart Co.	46.25	Mar. 13,1920	Mar. 31,1920		7
Do	95.30	Mar. 13,1920	.....do.....		7
Troy Business College	72.00	Mar. 25,1920	.....do.....		2
Trustees of Boston University	371.45	Mar. 17,1920	.....do.....		1
Trustees of the Wall Street Building Trust.	60.00	Mar. 5,1920	Mar. 8,1920		9
The Typewritorium Co.	12.00	Mar. 1,1920	Mar. 26,1920		12
Do	12.00	Jan. 23,1920	.....do.....		12
Do	12.00	.....do.....	.....do.....		12
Underwood Typewriter Co.	20.00	Mar. 13,1920	Mar. 29,1920		5
Do	126.20	Mar. 2,1920	.....do.....		11
Do	2.50	Mar. 9,1920	.....do.....		11
The University of Chicago	1,946.72	Feb. 18,1920	Mar. 30,1920		8
The University of Denver	4.50	Feb. 19,1920	Mar. 31,1920		11
G. W. Howard, agent	20.85	Mar. 20,1920	.....do.....		4
University of Minnesota	2,045.07	Feb. 25,1920	.....do.....		10
The University of Nebraska	10.00	Mar. 20,1920	Mar. 30,1920		9
The University of South Carolina	10.80	Feb. 10,1920	Mar. 31,1920		5
The University Store	39.10	Jan. 27,1920	.....do.....		11
Vincennes University	334.90	Mar. 6,1920	Mar. 30,1920		8
Welsh & Davis	7.75	Jan. 15,1920	.....do.....		3
Western Auto Supply Agency	8.00	Mar. 12,1920	Mar. 31,1920		11
Wheeler Business College	23.40	Mar. 20,1920	.....do.....		6
Charles G. Willoughby (Inc.)	30.00	Mar. 12,1920	.....do.....		2
Wilson's Modern Business College.	10.55	Mar. 9,1920	Apr. 1,1920		13
Do	180.50	.....do.....	Mar. 31,1920		13
O. Witter	60.00	Jan. 24,1920	Apr. 1,1920		9
Woodworth Shorthand College	51.50	Feb. 12,1920	Mar. 30,1920		11
M. G. Yardume	8.00	Mar. 26,1920	Mar. 31,1920		1
Y. M. C. A.	203.47	Mar. 13,1920	Apr. 1,1920		10
Y. M. C. A. School	18.00	Feb. 24,1920	Mar. 31,1920		11
Browning, King & Co.	50.00	Mar. 27,1920	Apr. 1,1920		2
Do	37.65	.....do.....	.....do.....		2
Do	40.10	.....do.....	.....do.....		2
Do	31.99	.....do.....	.....do.....		2
Do	42.75	.....do.....	.....do.....		2
Burrows Bros. Co.	22.65	Mar. 12,1920	Mar. 31,1920		7
City of Hartford	3.75	Nov. 21,1919	Mar. 17,1920		2

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Payee.	Amount.	Date received at central office.	Date received at disbursing office.	Why held.	District vocational office No.
Mississippi Agricultural and Mechanic College	$719.09	Feb. 25, 1920	Mar. 31, 1920		6
Postal Telegraph Cable Co	33.27	Feb. 27, 1920	Mar. 13, 1920		4
Do	137.35	Mar. 23, 1920	Mar. 20, 1920		4
Southern School Book Depository	19.41	Mar. 15, 1920	Apr. 1, 1920		5
State Agricultural and Mechanic College	126.60	Mar. 26, 1920	Mar. 31, 1920		5
University of Wisconsin	18.94	Dec. 2, 1919	do		8
Do	10.38	Dec. 30, 1919	do		8
Wilson's Modern Business College	9.95	Mar. 9, 1920	Apr. 1, 1920		13
Y. M. C. A	60.00	Mar. 1, 1920	Mar. 27, 1920		7
Do	5.35	Mar. 2, 1920	Mar. 25, 1920		12
Association Institute, Y. M. C. A	126.32	Feb. 18, 1920	do		4
Carter Bros. Realty Co	100.00	Mar. 9, 1920	Mar. 12, 1920		2
Frank J. Lawler	10.00	Mar. 6, 1920			10
Massachusetts Agricultural College.	370.21	Feb. 16, 1920	Mar. 23, 1920		1
Mercantile Towel Supply Co	1.25	Mar. 12, 1920	Mar. 22, 1920		5
Norwich University	99.96	Mar. 11, 1920	Mar. 31, 1920		1
Pace & Pace	82.89	Mar. 9, 1920	Mar. 30, 1920		2
The Poundsford Stationery Co	30.25	Feb. 25, 1920	Mar. 25, 1920		7
Soule Business College	288.20	Feb. 10, 1920	Mar. 26, 1920		6
Southern Bell Telephone & Telegraph Co.	8.05	Mar. 12, 1920	Mar. 22, 1920		5
A. B. Spurney	60.00	Mar. 19, 1920	Mar. 25, 1920		7
The Star Towel Supply Co	1.00	Mar. 22, 1920			12
Do	1.00	do			12
Trustees of Stevens Institute of Technology.	42.50	Jan. 23, 1920	Apr. 1, 1920		2
Tulane University of Louisiana	35.00	Feb. 16, 1920	Mar. 25, 1920		6
Underwood Typewriter Co. (Inc.)	3.00		Oct. 21, 1919		11
Williamsport Commercial College	52.33	Jan. 19, 1920	Mar. 27, 1920		3
American Bank of Commerce	.75	Mar. 26, 1920	Mar. 31, 1920		3
American National Bank	1.00	Mar. 27, 1920	do		14
Do	2.00	Mar. 26, 1920	do		14
Do	6.20	Mar. 27, 1920	do		14
Do	2.00	Mar. 29, 1920	do		4
Do	2.00	Mar. 16, 1920	do		11
American Trust & Savings Bank	.75	Mar. 26, 1920	do		6
Bank of Saginaw	1.50	Mar. 27, 1920	do		8
Bannock National Bank	6.15	Mar. 24, 1920	do		13
Boylston National Bank	2.75	Mar. 27, 1920	do		1
A. S. Amer & Co. (Ltd.)	2.75	Mar. 26, 1920	do		6
Almo Hotel	1.00	do	do		14
Bank Café	4.35	do	do		14
The Central Savings Bank & Trust Co	1.00		do		11
Central State Bank	6.65	Mar. 27, 1920	do		14
The Citizens State Bank	2.25	Mar. 24, 1920	do		3
The City National Bank	2.55	Mar. 26, 1920	do		14
Do	3.00	do	do		14
The Chickasaw National Bank	.75	Mar. 27, 1920	do		14
Commercial Bank & Trust Co	1.50	do	do		13
The Commercial National Bank	14.75	do	do		(1)
Conroe State Bank	1.00	Mar. 24, 1920	do		14
Dallas County State Bank	.75	Mar. 25, 1920	do		14
The Empire National Bank	1.25	Mar. 13, 1920	do		13
Exchange National Bank	1.50	Mar. 25, 1920	do		6
Capitol Café	.75	do	do		5
Columbia Café	4.10	do	do		6
W. A. Aitken	3.00	Mar. 26, 1920	do		14
E. S. Baker	3.00	do	do		14
L. D. Berryman	3.00	do	do		14
R. E. Calhoun	3.00	do	do		14
Walter D. Chase	3.00	do	do		3
W. L. Crostwait	3.00	do	do		14
W. C. Crutcher	3.00	do	do		14
Jos. W. Gregory	3.00	do	do		14
F. H. Herdick	3.00	Mar. 25, 1920	do		4
Lawrence W. Hollis, jr	3.00	Mar. 26, 1920	do		14
Henry Howard	200.00	Mar. 29, 1920			6
Eugene Jackson	3.00	Mar. 26, 1920	Mar. 31, 1920		14
A. C. Jones	5.00	Mar. 25, 1920	do		4
L. T. Lancaster	3.00	Mar. 26, 1920	do		14
O. N. Mayo	3.00	do	do		14
F. H. McGregor	3.00	do	do		14
Clifton M. Miller	3.00	Mar. 25, 1920	do		4
J. P. Miller	3.00	Mar. 26, 1920	do		14

[1] Central office.

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Payee.	Amount.	Date received at central office.	Date received at disbursing office.	Why held.	District vocational office No.
J. B. Murphy	$3.00	Mar. 26, 1920	Mar. 31, 1920		14
Frederick H. Pierson	3.00	Mar. 29, 1920	Apr. 1, 1920		2
G. L. Pence	3.00	Mar. 25, 1920	do		4
W. L. Powell	3.00	do	do		4
W. L. Powell	3.00	do	do		4
L. C. Presson	3.00	Mar. 26, 1920	do		14
W. A. Quimby	5.00	Mar. 25, 1920	do		4
C. A. Searl	17.25	Mar. 18, 1920	Mar. 30, 1920		10
Guy O. Shirey	3.00	Mar. 26, 1920	Apr. 1, 1920		14
C. H. Standifer	5.00	do	do		14
C. H. Standifer	5.00	do	do		14
Drs. Stroud & McAdams	3.00	do	do		14
John D. Thomas	99.00	Mar. 25, 1920	do		[1]
A. L. Travis	3.00	do	do		10
Bernard Wess	6.00	Mar. 15, 1920	Mar. 29, 1920		4
Robt. S. Yancey	15.00	Mar. 26, 1920	Apr. 1, 1920		14
G. N. Anderson	38.18	Mar. 27, 1920	Mar. 30, 1920		14
Harry H. Baker	1.78	do	do		3
Frances M. Birmingham	3.00	Mar. 24, 1920	do		12
Chas. J. Burke	41.20	Mar. 15, 1920	Mar. 22, 1920		3
Gordy L. Busby	4.50	Mar. 23, 1920	Mar. 30, 1920		6
William A. Clark	20.72	Mar. 22, 1920	do		2
J. C. Cunningham	12.70	Mar. 15, 1920	Mar. 25, 1920		9
J. C. Cunningham	10.89	Mar. 17, 1920	do		8
Henry T. Farr	13.80	Mar. 23, 1920	Mar. 30, 1920		3
J. B. Ferguson	19.20	Mar. 11, 1920	do		3
Wm. H. Frothingham	56.36	Mar. 24, 1920	do		1
F. L. Gilbert	14.10	Mar. 23, 1920	do		3
Esther Goldstein	30.00	Mar. 25, 1920	do		11
Chas. C. Guenther	11.65	Mar. 9, 1020	do		3
Frank Hacking	36.24	Mar. 15, 1920	do		10
Blair Harrison	54.80	Mar. 24, 1920	do		6
John I. Hoffmann	12.70	Mar. 25, 1920	do		7
Jefferson B. Lanier	20.73	Mar. 26, 1920	do		4
William R. Lee	54.15	Mar. 23, 1920	do		14
John R. Leedy	3.82	Feb. 6, 1920	do		4
James D. Mayfield	8.55	Mar. 25, 1920	do		4
John G. McGuire	67.55	Mar. 26, 1920	do		[2]
Earl A. Miller	14.90	Feb. 6, 1920	do		11
Herminio Rodriquez	35.31	Mar. 18, 1920	Mar. 25, 1920		[2]
H. M. Snell	70.10	Mar. 16, 1920	Mar. 18, 1920		12
Raymond Thayer	5.50	Mar. 26, 1920	Mar. 30, 1920		4
Joseph A. Thomas	7.48	Jan. 5, 1920	do		5
Norvel Williams	3.50	Jan. 26, 1920	do		4
James M. Armstrong	59.16	Feb. 24, 1920	Mar. 23, 1920	There was a question as to whether it was printing.	
Boston Office Furniture Exchange.	52.50	Mar. 24, 1920	Apr. 1, 1920		
Blackwell-Wielandy Book & Stationery Co.	239.80	Nov. 22, 1919	Mar. 29, 1920	Held for bid	
Consumers' Electric Light & Power Co.	347.50	Jan. 23, 1920	Feb. 28, 1920		
Do	99.94	Feb. 7, 1920	Mar. 3, 1920		
Do	117.09	Dec. 5, 1919	Feb. 28, 1920		
Do	115.83	Jan. 8, 1920	do		
Do	205.56	Mar. 29, 1920	Apr. 1, 1920		
Asa G. Candler	564.80	do	do		
Central Press Clipping Service	21.36	Jan. 17, 1920	Mar. 13, 1920	Held for signature on contract.	
Carey Drug Dispensary	378.00	Mar. 19, 1920	Apr. 1, 1920		
De Silva Sign Co	4.25	Mar. 1, 1920	do		
Do	4.25	do	do		
The Edwin Electric Illuminating Co.	35.08	Jan. 26, 1920	Feb. 19, 1920		
Do	1.14	Feb. 12, 1920	do		
Do	57.01	Dec. 26, 1919	do		
Do	1.03	Jan. 15, 1920	do		
Do	57.01	Nov. 21, 1919	do		
Do	42.85	Dec. 16. 1919	do		
Do	46.56	do	do		
Do	1.48	do	do		
Do	40.46	Mar. 24, 1920	Mar. 26, 1920		
Do	.92	Mar. 25, 1920	Mar. 30, 1920		
Economy Press	5.00	Mar. 10, 1920	Mar. 23, 1920		
Benj. F. Emery Co	15.00	Jan. 29, 1920	do		
Eastern Carbon & Ribbon Co	2.50	Mar. 25, 1920	Apr. 1, 1920		

[1] General office.

[2] San Juan, Porto Rico.

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Payee.	Amount.	Date received at central office.	Date received at disbursing office.	Why held.	District vocational office No.
Globe-Wernicke Co	$351.90	Feb. 17, 1920	Mar. 15, 1920	Question as to higher price than bid.	
General Electric Co	685.00	Jan. 27, 1920	Mar. 31, 1920		
Edwin Hewitt	885.00	Feb. 5, 1920	Mar. 29, 1920		
Do	41.93	Feb. 10, 1920	do		
Do	885.00	Feb. 24, 1920	do		
Do	144.65	Mar. 1, 1920	Mar. 24, 1920	Ready to go out	
Do	63.25	do	do	do	
Horders Stationery Stores	36.00	Dec. 29, 1919	Mar. 29, 1920	Bids sent back for signature.	
A. B. Hirshfield	42.00	Feb. 25, 1920	do	Held for bid	
Wm. H. Hoskins	.85	Feb. 2, 1920	Apr. 1, 1920		
Do	1.75	do	do		
Do	.70	do	do		
Do	1.40	Mar. 3, 1920	do		
J. L. Flood	823.50	Mar. 20, 1920	do		
Ice Service Co	3.24	Feb. 28, 1920	Mar. 10, 1920	Waiting for new contract.	
Luces Press Clipping Bureau	35.13	Dec. 2, 1919	Mar. 25, 1920		
Herbert Edward Law	45.00	Mar. 22, 1920	Apr. 1, 1920		
Library Bureau	3.00	Mar. 24, 1920	do		
Do	1.05	Mar. 25, 1920	do		
T. C. Moore & Co	7.75	Feb. 25, 1920	do		
Miller Davis Co	29.25	Feb. 20, 1920	Mar. 23, 1920	Held for bid	
Merchants Building Co	.40		Mar. 12, 1920		
Do	.40		Feb. 26, 1920		
Maintenance &	326.45	Feb. 19, 1920			
Do	300.50	do			
New State Laundry Towel Supply Co.	1.50	Mar. 30, 1920	Apr. 1, 1920		
J. D. O'Keefe	22.70	Feb. 3, 1920	Mar. 11, 1920		
Do	8.71	Mar. 25, 1920	do		
Do	3.63	Feb. 13, 1920	do		
Do	28.50	Mar. 2, 1920	Mar. 26, 1920		
Do	13.58	Mar. 20, 1920	do		
Oklahoma Typewriter Co	6.00	Feb. 10, 1920	Mar. 31, 1920		
J. E. O'Connor	37.48	Feb. 19, 1920	Apr. 1, 1920		
Potomac Electric & Power Co	189.72	Mar. 24, 1920	do		
Do	13.44	do	do		
Do	4.44	Mar. 10, 1920	Feb. 23, 1920		
Do	10.68	do	do		
Do	10.50	do	do		
Portland Sebago Ice Co	.42	Mar. 24, 1920	Mar. 26, 1920		
A. Pomerantz & Co	2.10	Jan. 14, 1920	Apr. 1, 1920		
Do	.67	Feb. 3, 1920	do		
Do	.75	do	do		
Do	1.44	Dec. 20, 1919	do		
Do	18.00	Feb. 25, 1920	do		
Do	27.00	Jan. 9, 1920	do		
Remington Typewriter Co	9.00		Oct. 30, 1920	Waiting for contract	
Do	7.00	Nov. 25, 1919	Jan. 20, 1920	do	
Do	7.00	do	Mar. 29, 1920	do	
Spalding Laundry & Dry Cleaning Co.	5.50	Mar. 29, 1920	Apr. 1, 1920	do	
L. C. Smith Bros. Typewriter Co.	4.00	Feb. 12, 1920	Mar. 30, 1920		
Do	5.60	Mar. 19, 1920	Apr. 1, 1920		
The Toledo Ry. & Light Co	1.40	Feb. 28, 1920	Mar. 13, 1920		
Do	.98	Jan. 26, 1920	Mar. 8, 1920		
Do	.84	Jan. 21, 1920	do		
Do	1.40	Mar. 29, 1920	Apr. 1, 1920		
Do	.35	Dec. 26, 1919	Mar. 8, 1920		
Mary S. Thomas	250.00	Mar. 22, 1920	Mar. 25, 1920		
The Ediphone	1.00	Dec. 15, 1919	Apr. 1, 1920		
United Electric Light Co	.60	Mar. 19, 1920	Mar. 23, 1920		
Do	.50	Jan. 26, 1920	Mar. 8, 1920		
Do	.80	Feb. 21, 1920	do		
The Union Towel Supply Co	8.25	Jan. 6, 1920	Mar. 23, 1920		
Underwood Typewriter Co	9.50	Dec. 8, 1919		Waiting for contract.	
Do	4.50	Dec. 1, 1919	Mar. 30, 1920	do	
Do	9.50	Mar. 13, 1920	Apr. 1, 1920		
Do	33.00	do	do		
Nye, Allen H	9.90	Mar. 17, 1920	Mar. 25, 1920		
Do	5.00	do	do		
Do	74.06	Mar. 19, 1920	do		
Do	26.70	Mar. 24, 1920	do		
North, T. J	178.90	Feb. 23, 1920	do		
Pierce, E. S	58.30	Mar. 11, 1920	do		

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Payee.	Amount.	Date received at central office.	Date received at disbursing office.	Why held.	District vocational office No.
Ross, J. C.	$42.55	Mar. 18, 1920	Mar. 25, 1920		
Smith, Daniel E.	18.00	do	do		
Spurlin, J. L.	7.78	Feb. 13, 1920	do		
Shortley, Michael J.	18.72	Feb. 27, 1920	do		
Tinney, Dr. C. M.	72.00	Nov. 19, 1919	do		
Willoughby, Harold	7.76	Mar. 19, 1920	do		
Whitney, Wm. H.	30.40	Mar. 3, 1920	do		
Do	54.58	Mar. 5, 1920	do		
Wasserman, J. M.	4.90	Feb. 24, 1920	do		
Walch, Wm.	8.95	Mar. 22, 1920	do		
Zuppann, C. A.	18.05	Mar. 1, 1920	do		
Anderson, G. M.	12.34	Feb. 5, 1920	Mar. 29, 1920		
Boynton, Dr. V. R.	30.80	Mar. 19, 1920	do		
Campbell, Frank P.	71.70	Mar. 20, 1920	do		
Campbell, Le Roy Edward	7.10	Mar. 17, 1920	do		
Delfino, Ilorio	6.45	Mar. 25, 1920	do		
Ealton, Frederick J.	39.00	Mar. 19, 1920	do		
Frear, James W.	118.18	Mar. 26, 1920	do		
Green, John J.	31.65	Mar. 22, 1920	do		
Do	33.12	do	do		
Haas, A. J.	42.38	do	do		
Haslam, Samuel K.	127.25	do	do		
Hawley, Edgar K.	38.05	Jan. 27, 1920	do		
Hawley, Edgar T.	75.00	do	do		
Knudson, Olaf F.	49.84	Mar. 20, 1920	do		
Knight, Fred C.	89.57	Mar. 19, 1920	do		
Lomax, Paul S.	21.14	Mar. 24, 1920	do		
Lomax, Paul S.	16.14	do	do		
MacDonald, W. C.	16.75	Mar. 22, 1920	do		
Morgan, Walter H.	5.66	Mar. 15, 1920	do		
Merten, F. H.	30.25	Mar. 19, 1920	do		
Marcellus, Edward W.	9.86	Mar. 20, 1920	do		
Nye, Allen H.	64.47	Mar. 18, 1920	do		
Peckenpaugh, D. L.	39.55	Mar. 22, 1920	do		
Richards, W. A.	2.52	Mar. 20, 1920	do		
Reid, David.	2.50	Mar. 3, 1920	do		
Smith, Paul B.	8.76	Mar. 24, 1920	do		
Stein, Chas. J.	10.60	Feb. 12, 1920	do		
Stewart, Geo. J.	3.89	Mar. 25, 1920	do		
Symontow, Schaje	32.72	do	do		
Taylor, Charles F.	24.38	Mar. 12, 1920	do		
Tracy, Dora J. M.	28.50	Mar. 23, 1920	do		
Truxillo, Arnold	3.21	do	do		
Upton, Raymond M.	11.65	Mar. 22, 1920	do		
Whelan, Harry T.	21.25	Mar. 23, 1920	do		
White, Harry F.	7.60	Mar. 20, 1920	do		
Gates, J. Wm., jr.	10.10	Mar. 22, 1920	do		
Bailey, Robert Lee	3.00	Feb. 24, 1920	do		
Bowling, Walter K.	44.85	Mar. 18, 1920	Mar. 23, 1920		
Clausen, Gert.	2.50	Mar. 20, 1920	Mar. 22, 1920		
Click, David P.	8.05	Mar. 19, 1920	do		
Cooke, Charles R.	19.73	Mar. 20, 1920	Mar. 23, 1920		
Fuller, Robt. J.	14.95	Mar. 18, 1920	do		
Mattsson, Carl O.	5.00	do	do		
Bowling, Walter K.	.50	Mar. 19, 1920	do		
Bowling, Walter K.	2.50	do	do		
Campbell, Allen.	13.70	do	Mar. 25, 1920		
Felger, W. B.	10.17	Mar. 20, 1920	do		
Nash, Elmer C.	9.00	Mar. 19, 1920	do		
Nye, Allen H.	81.60	do	do		
Nash, Elmer C.	12.35	Mar. 24, 1920	do		
Alden, Wm. O.	16.15	Mar. 20, 1920	do		
Andrade, C. P. da Casta.	1.12	Mar. 13, 1920	do		
Adams, Maude.	3.00	Mar. 23, 1920	do		
Baird, B. G.	16.46	Mar. 20, 1920	do		
Bailey, C. W.	58.54	Mar. 18, 1920	do		
Baird, E. S.	97.30	Mar. 19, 1920	do		
Bickford, Ernest D.	118.77	Feb. 6, 1920	do		
Boink, Clarence R.	37.40	Mar. 15, 1920	do		
Brawley, Vivian J.	48.50	Mar. 18, 1920	do		
Burnham, Dr. Edward A.	32.00	Feb. 21, 1920	do		
Carew, John N.	2.73	Mar. 3, 1920	do		
Cleveland, A. A.	3.27	Mar. 28, 1920	do		
Cooke, Charles Ralph.	46.60	Mar. 18, 1920	do		
Crook, Letcher C.	2.16	Dec. 19, 1920	do		
Cunningham, J. C.	26.78	Mar. 17, 1920	do		
Dunaway, E. M.	32.27	Mar. 20, 1920	do		
Ewing, Russell.	8.52	do	do		
Ferguson, J. B.	11.79	Mar. 11, 1920	do		
Guite, Henry L.	44.10	Mar. 19, 1920	do		

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Holmes, Arthur E.	$13.35	Mar. 10, 1920	Mar. 25, 1920.		
Hutchings, Frank F.	6.45	Mar. 20, 1920	do.		
Hill, Cornelius D.	.50	Mar. 23, 1920	do.		
Hayes, Geo. H.	15.73	Mar. 26, 1920	do.		
Ihle, Charles W.	13.00	Mar. 5, 1920	do.		
Hicks, John T.	5.32	Feb. 6, 1920	do.		
Dickey, Elmer.	3.80	Feb. 11, 1920	do.		
Griggs, E. E.	43.90	Mar. 18, 1920	do.		
Graham, N. M.	65.16	Mar. 10, 1920	do.		
Gillespie, Wm.	8.35	Mar. 16, 1920	do.		
Hart, Murray E.	.50	Mar. 23, 1920	do.		
Johnson, Clyde A.	.97	Mar. 19, 1920	do.		
Kelly, Dan J.	3.90	Mar. 15, 1920	do.		
Keenan, Joseph Walter.	2.73	Jan. 28, 1920	do.		
Lawson, Edwin L.	41.80	Feb. 26, 1920	do.		
McIntosh, Freal H.	45.00	Feb. 7, 1920	do.		
Mitchell, Wm. K.	47.34	Mar. 17, 1920	do.		
Mikkelsen, Edward M.	32.95	Mar. 20, 1920	do.		
Mullins, S. J.	82.50	Mar. 22, 1920	do.		
Martin, Geo. J.	3.18	Mar. 23, 1920	do.		
Lewis, Charles G.	105.70	Mar. 19, 1920	do.		
Baird, E. S.	80.15	Mar. 24, 1920	do.		
Cooke, Charles Ralph.	18.33	Mar. 19, 1920	do.		
Crane, Bruce L.	16.45	Mar. 24, 1920	do.		
Daniel, Robert Lewis.	8.80	Mar. 6, 1920	do.		
Do.	50.25	do.	do.		
Huff, Lee G.	5.25	Mar. 26, 1920	do.		
Hogan, John E.	34.85	Mar. 25, 1920	do.		
Jackson, F. L.	21.00	Feb. 11, 1920	do.		
Jackson, Robt. C.	75.01	Mar. 23, 1920	do.		
Kelly, Virginia.	34.10	Mar. 24, 1920	do.		
Cowgill, David M.	11.17	Mar. 12, 1920	do.		
McKeown, M. J.	9.31	Feb. 16, 1920	do.		
Molter, Harold.	29.17	Mar. 23, 1920	do.		
Meyers, Wm. H.	7.40	Mar. 25, 1920	do.		
Mikkelsen, M.	29.40	Mar. 8, 1920	do.		
Hagerty, P. H.	91.96	Mar. 27, 1920	do.		
Nusbaum, John W.	62.20	Mar. 23, 1920	do.		
Osborn, E. A.	10.70	Mar. 24, 1920	do.		
Partch, C. E.	28.91	do.	do.		
Rebuck, Walter E.	48.50	Mar. 15, 1920	do.		
Ricciardi, N.	41.85	Mar. 23, 1920	do.		
Shaw, M. S.	15.60	Mar. 25, 1920	do.		
Shortley, Michael J.	16.30	Mar. 23, 1920	do.		
Do.	18.54	do.	do.		
Storm, John D.	12.00	Mar. 18, 1920	do.		
Tinney, C. M.	57.00	do.	do.		
Wade, Clifford.	25.00	Feb. 11, 1920	do.		
Winter, Franklin I.	19.98	Mar. 24, 1920	do.		
Working, Lincoln.	37.34	Mar. 23, 1920	do.		
Baird, A. R.	13.25	Mar. 25, 1920	Mar. 31, 1920.		
Bozeman, Henry.	1.92	Feb. 27, 1920	do.		
Bailey, C. W.	14.04	Mar. 25, 1920	do.		
Bounson, H. L.	9.65	Mar. 27, 1920	do.		
Bynum, R. L.	61.89	Mar. 6, 1920	do.		
Byrne, Frank E.	1.94	Mar. 29, 1920	do.		
Burke, Frank.	9.00	Mar. 2, 1920	do.		
Carr, James E.	32.50	Dec. 30, 1919	do.		
Callahan, Thos. F.	41.55	Mar. 25, 1920	do.		
Caulkins, Glenn W.	29.00	do.	do.		
Dalton, R. J.	27.00	Mar. 26, 1920	do.		
Dirmeyer, Earl.	14.00	Feb. 9, 1920	do.		
Ferguson, J. B.	18.90	Mar. 25, 1920	do.		
Do.	15.63	do.	do.		
Gyerset, H. B.	5.27	Mar. 20, 1920	do.		
Graham, Robt. E.	10.50	Feb. 9, 1920	do.		
Gipson, S. L.	12.85	Mar. 26, 1920	do.		
Harpster, R. H.	5.15	Mar. 25, 1920	do.		
Jay, Clyde Arthur.	39.45	Mar. 2, 1920	do.		
Jackson, F. L.	14.25	Mar. 26, 1920	do.		
Jordi, Jose.	72.00	Mar. 22, 1920	do.		
Do.	47.00	do.	do.		
Kane, John.	35.68	Mar. 25, 1920	do.		
McGinnis, Edw. F.	23.90	Mar. 26, 1920	do.		
Mann, Wm. G.	3.45	Mar. 22, 1920	do.		
Milton, Richard R.	35.05	do.	do.		
Moore, L. W.	10.44	Mar. 27, 1920	do.		
Murphy, Wm. J.	15.18	Mar. 10, 1920	do.		
Nicklas, John M.	9.14	Mar. 25, 1920	do.		
North, T. J.	63.75	do.	do.		

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Payee.	Amount.	Date received at central office.	Date received at disbursing office.	Why held.	District vocational office No.
Nye, H. Allen	$79.89	Mar. 15, 1920	Mar. 31, 1920		
Pomeray, John R.	21.84	Feb. 18, 1920	do		
Rossier, Wesley M.	4.00	Mar. 25, 1920	do		
Ryan, John J.	50.15	Mar. 24, 1920	do		
Setzer, Walter K.	5.65	Mar. 2, 1920	do		
Templeton, Thos. M.	10.40	Mar. 8, 1920	do		
Truman, Rex.	24.50	Mar. 25, 1920	do		
Williams, H. L.	4.30	Mar. 29, 1920	do		
American Business Association	16.00	Mar. 22, 1920	Apr. 1, 1920		9
American School of Osteopathy	311.88	Mar. 20, 1920	do		9
Association Schools Y. M. C. A.	570.02	Mar. 15, 1920	Mar. 31, 1920		7
Baylor University	730.00	Feb. 9, 1920	Apr. 1, 1920		14
Beutel Business College	38.85	Jan. 19, 1920	do		13
Bowman Technical School	1,151.31	Mar. 18, 1920	do		3
Bryant-Stratton Commercial School.	387.00	Feb. 20, 1920	do		1
Manute Business College	15.00	Mar. 20, 1920	do		9
Cedar Rapids Business College	77.00	do	do		9
Concordia Normal and Business College.	12.00	do	do		9
Drake Secretarial School	12.50	Mar. 19, 1920	do		2
Draughton's Business College	15.00	Mar. 17, 1920	Mar. 31, 1920		14
Draughton's Practical Business College.	45.00	do	do		14
Druaghon's Business College	316.50	Mar. 4, 1920	do		14
Dyke's School of Business	74.66	Mar. 8, 1920	Apr. 1, 1920		7
Kansas City Fine Arts Institute	56.25	Mar. 9, 1920	Mar. 30, 1920		9
Grubbs Vocational College	612.00	Mar. 17, 1920	Apr. 1, 1920		14
Alexander Hamilton Institute	112.34	Mar. 19, 1920	do		2
Do	70.00	Mar. 18, 1920	do		2
Hastings Business College	45.50	Mar. 20, 1920	do		9
Helena Business College	12.50	Mar. 22, 1920	do		10
Main Business College	41.20	Mar. 19, 1920	do		7
Lathrop Trade School	116.00	Mar. 9, 1920	do		9
Emlyn Lewys	2.50	Feb. 24, 1920	do		12
McKendree College	20.00	Mar. 17, 1920	do		8
McLachlan Business University	365.00	do	do		8
McPhail School of Music	292.07	Mar. 21, 1920	do		10
Martin Shorthand School	19.50	Jan. 19, 1920	do		3
Marconi Institute	391.67	Mar. 12, 1920	do		2
Maryville College	2.90	Mar. 11, 1920	do		5
Meredith Commercial School	104.80	Mar. 6, 1920	do		7
Montana State School of Music	5.00	Mar. 26, 1920	do		10
New England Conservatory of Music	57.00	Mar. 17, 1920	do		1
New York School of Fine and Applied Arts	153.07	Mar. 12, 1920	do		2
North Carolina State College of Agriculture and Engineering	235.10	Mar. 15, 1920	do		5
Ohio College of Chiropody	115.00	Mar. 13, 1920	do		7
Palmer School of Chiropractice	494.99	Mar. 20, 1920	do		9
Pierce School of Business Administration	1,895.00	Mar. 1, 1920	Mar. 31, 1920		3
Platt Commercial College	15.00	Mar. 10, 1920	do		9
President and Fellows of Harvard College	551.25	Mar. 27, 1920	Apr. 1, 1920		1
Railway Telegraph and Telephone Institute	16.66	Feb. 25, 1920	Mar. 31, 1920		13
San Diego Conservatory of Music	43.00	Dec. 24, 1919	Apr. 1, 1920		12
The Sheldon School	7.43	Mar. 31, 1920	do		8
Smithdeal Business College	737.25	Mar. 2, 1920	do		4
Soule Business College	29.88	Mar. 12, 1920	do		6
Southern Methodist University	36.00	Jan. 16, 1920	do		14
Springfield Chiropractic College	50.38	Mar. 11, 1920	do		9
State Agricultural and Mechanical College	399.60	Mar. 26, 1920	do		5
Do	354.60	do	do		5
State Normal School	6.00	Nov. 21, 1919	do		8
Tufts College	43.62	Mar. 18, 1920	do		1
University of Georgia	353.00	Jan. 19, 1920	do		5
Wilberforce University	1,085.30	Feb. 26, 1920	do		7
Worcester Business Institute	502.92	Mar. 5, 1920	do		1
Postal Telegraph Co	17.30	Feb. 27, 1920	Mar. 13, 1920		C
Do	51.83	Mar. 20, 1920			C
Do	25.14	Feb. 27, 1920	Mar. 13, 1920		C
Rocky Mountain Photo Co	40.00	Dec. 13, 1920	Mar. 29, 1920		11
Underwood Typewriter Co	2.50	Mar. 10, 1920	do		1
West Disinfectant Co	64.00	Dec. 3, 1919	Apr. 29, 1920		3
Schumert-Warfield B	76.30	Feb. 16, 1920	Mar. 29, 1920		6

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Red Cross Bureau of Supplies	$50.00	Jan. 27,1920	Mar. 26,1920		12
Moreland Express	109.87	Dec. 23,1919	Mar. 27,1920		2
Crouch Hardware	23.35	Jan. 27,1920	Mar. 26,1920		14
Trustees of Pelham Trust	4.50	Jan. 14,1920	....do....		1
Do	12.44	Dec. 29,1919	Mar. 25,1920		1
Palfrey Rodd Pursell Co	167.65	Mar. 8,1920	Mar. 26,1920		6
Al. Becker & Sons	240.00	Mar. 23,1920	....do....		7
F. Ranwille Co	215.00	Nov. 29,1919	....do....		2
J. Jacob Shannon	2.55	Nov. 21,1919	Mar. 25,1920		3
F. K. Nichols	6.00	Mar. 15,1920	Mar. 26,1920		4
University of Maine	125.41	Feb. 16,1920	Mar. 29,1920		1
Standard Oil Co	13.50	Jan. 22,1920	Mar. 26,1920		2
Dr. F. S. Bissell	15.00	Mar. 22,1920	Mar. 25,1920		10
Wisconsin Telephone Co	4.00	Mar. 15,1920	Mar. 17,1920		8
Dr. J. B. Murphy	2.00	Feb. 5,1920	Mar. 25,1920		14
Do	2.00	....do....	....do....		14
Do	4.00	....do....	....do....		14
Dr. R. A. Pierce	5.00	Mar. 22,1920	....do....		1
Dr. C. R. Chapman	6.00	....do....	....do....		1
Dr. J. B. Murphy	4.00	Feb. 14,1920	....do....		14
Do	4.00	Feb. 5,1920	....do....		14
E. B. Meyrowitz (Inc.)	5.25	Mar. 22,1920	....do....		10
Do	44.25	....do....	....do....		10
Faulchner Hospital	59.00	....do....	....do....		1
Dr. J. B. Murphy	10.00	Feb. 14,1920	....do....		14
Do	4.00	Feb. 5,1920	....do....		14
Do	2.00	Feb. 10,1920	....do....		14
Faulkner Pharmacy	13.50	Mar. 22,1920	....do....		1
H. T. Sime	47.25	Feb. 10,1920			12
Mrs. C. J. Le Febyre	26.40	Mar. 3,1920	Mar. 16,1920		13
Dr. W. H. Oliver	50.00	Jan. 19,1920	Mar. 25,1920		14
C. C. Harwell Co	11.50	Feb. 13,1920	....do....		6
Dr. H. G. Rockwell	3.00	Mar. 20,1920	....do....		1
Dr. C. P. Lewellen	2.00	Feb. 4,1920	....do....		9
R. R. Exchange Building	10.00	Jan. 27,1920	Feb. 6,1920		11
J. E. O'Connor	7.50	Feb. 10,1920	Mar. 25,1920		1
Public Service Electric Co	9.66	Dec. 29,1919	Feb. 25,1920		2
Laurenceville Farm School	159.60	Dec. 19,1920	Mar. 23,1923		2
Dr. R. Dodson	3.00	Mar. 6,1920	....do....		4
Fielder & Allen Co	66.80	Jan. 23,1920	Mar. 15,1920		5
Dr. H. C. Hays	3.00	Mar. 9,1920	Mar. 22,1920		4
Do	3.00	....do....	....do....		4
Dr. H. E. Foster	24.00	Mar. 6,1920	....do....		1
Mandel Wohlfeiler	30.50	Feb. 4,1920	Mar. 25,1920		2
Dr. Benj. Brod	2.00	Mar. 2,1920	Mar. 22,1920		2
Tulane University of Louisiana	10.85	Dec. 15,1919	Mar. 23,1920		6
Edward Taylor	10.00	Dec. 12,1920	....do....		4
Leonard G. Hoeuser	19.55	Jan. 26,1920	Mar. 24,1920		6
Dr. H. E. Fosler	24.00	Feb. 6,1920	Mar. 3,1920		1
Miss Tama Bennett	16.68	Feb. 28,1920	....do....		13
Dr. C. S. Bluemel	21.00	Feb. 20,1920	....do....		11
Do	39.00	....do....	....do....		11
Dr. Henry Blank	100.00	Feb. 18,1920	....do....		11
Wilkins Trunk Manufacturing Co.	31.50	Dec. 19,1920	Feb. 6,1920		14
Murta Appleton Co	16.25	Jan. 17,1920	Feb. 18,1920		3
Hankins Elec. Shop	46.60	Jan. 27,1920	Jan. 21,1920		14
Times Prentine & Co	1.06	Jan. 13,1920	Feb. 18,1920		13
Wright & Brown	1,000.00	Jan. 8,1920	Mar. 11,1920		2
J. W. Knight & Son	8.40	Feb. 6,1920			2
Keister Ladies' Tailoring Co	50.00	Mar. 12,1920	Apr. 1,1920		9
Kinyon's Commercial Shorthand School.	124.39	Mar. 13,1920	....do....		1
Lain Business College	270.50	Mar. 15,1920	....do....		7
LaSalle Extension University	57.00	....do....	....do....		9
Do	24.26	....do....	....do....		9
Do	25.00	Feb. 25,1920	....do....		9
Luana Consolidated School	8.00	Mar. 20,1920	....do....		9
McAlester Business College	7.83	Feb. 24,1920	....do....		14
McKee, R. D	24.53	Mar. 16,1920	....do....		4
MacPhail School of Music	18.00	Mar. 27,1920	....do....		10
Metropolitan Business College	.45	Mar. 11,1920	....do....		8
Mobile Business College	6.00	Dec. 16,1919	Mar. 29,1920		6
Moler Barber College	40.00	Mar. 6,1920	Mar. 31,1920		11
Do	8.75	Mar. 17,1920	Apr. 1,1920		9
Newark Technical School	9.17	Feb. 4,1920	....do....		2
New Bedford Vocational School	20.00	Mar. 17,1920	....do....		1
New York Electrical School	1,125.84	Mar. 19,1920	....do....		2
North Western College of Law	47.75	Mar. 15,1920	....do....		10
Palmer Photoplay Corporation	20.00	Mar. 17,1920	....do....		9

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Payee.	Amount.	Date received at central office.	Date received at disbursing office.	Why held.	District vocational office No.
Philadelphia Conservatory of Music.	$209.78	Mar. 4,1920	Apr. 1,1920		3
Rankin, David, jr., School of Mechanical Trades.	1,438.50	Mar. 17,1920	do		9
Alexander Hamilton Institute	190.00	Mar. 23,1920	do		14
Allen Book & Printing Co	4.92	Mar. 12,1920	do		2
Do	.90	do	do		2
Drs. Ameno & Jager	100.00	Feb. 9,1920	do		2
American Business College	51.67	Mar. 26,1920	do		10
Association Institute of the Baltimore Y. M. C. A.	713.60	Feb. 26,1920	Mar. 31,1920		4
Association School of the Y. M. C. A.	412.00	Mar. 15,1920	Apr. 1,1920		7
Auto Tire Vulcanizing Co	6.15	Mar. 17,1920	do		1
Browning, King & Co	43.35	Mar. 27,1920	do		
Denver City and County Manager of Revenue.	10.00	Mar. 9,1920	do		11
Des Moines College	783.23	Mar. 10,1920	do		9
Dunwoody, Wm. Wood, Industrial Institute.	409 76	Jan. 29,1920	Mar. 30,1920		10
Eastman College	23.80	do	Mar. 23,1920		2
Gettysburg Academy	79.73	Feb. 9,1920	Apr. 1,1920		3
Hayes, Jerome	45.00	Mar. 15,1920	do		2
Hibbard Spencer Bartlett & Co	12.77	Feb. 19,1920	do		8
Illinois Wesleyan Union	14.32	Mar. 11,1920	do		8
International Correspondence Schools.	14.40	Mar. 15,1920	do		5
Institute of Music of San Francisco.	21.00	do	do		12
Joplin Business College	30.00	Mar. 17,1920	do		9
Kansas State Agricultural College.	32.30	Mar. 22,1920	do		9
Rensselaer Polytecnic Institute	619.03	Mar. 9,1920	do		2
St. Louis Watchmaking School	.75	Mar. 26,1920	do		9
San Diego Conservatory of Music	43.00	Feb. 4,1920	do		12
Do	215.00	Feb. 12,1920	do		12
Santa Barbara Business College	51.75	Mar. 2,1920	do		12
Severin, J. E	9.00	Mar. 9,1920	do		5
Do	4.50	do	do		5
Soule Business College	1,049.89	Mar. 12,1920	do		6
Southern School Book Depositary.	2.19	Mar. 15,1920	do		5
Spring Garden Institute	2,150.00	Mar. 25,1920	Mar. 31,1920		3
Do	4,679.91	Mar. 12,1920	Apr. 1,1920		3
State of A. and M. College	232.80	Mar. 26,1920	do		5
Students Book Co. (Inc.)	103.15	Feb. 25,1920	do		13
State College of Washington	85.50	Dec. 30,1919	Mar. 31,1920		13
Sterett, J. L	546.15	Mar. 16,1920	Apr. 1,1920		6
Stetson, Jno. B., University	4.50	Mar. 15,1920	do		5
Steward's Business College	7.55	Mar. 22,1920	do		4
Stokes Business College	9.40	Mar. 15,1920	do		5
Students' Cooperative Store	1.25	Mar. 10,1920	do		14
Tarr's Sanitary Barber College	50.00	Mar. 15,1920	do		7
Tufts College	61.87	Mar. 18,1920	do		1
Union College	47.00	Jan. 13,1920	Mar. 31,1920		2
University Book Store	6.80	Mar. 10,1920	Apr. 1,1920		4
University of California, Regents of.	20.00	Jan. 23,1920	do		12
Vocational School (Diman Industrial School).	75.00	Mar. 15,1920	do		1
Waterloo Business College	45.00	Mar. 9,1920	do		9
Do	45.00	Mar. 15,1920	do		9
Wisconsin Conservatory of Music	14.00	Mar. 11,1920	do		8
Western Institute of Accountancy, Commerce, and Finance.	9.00	Mar. 9,1920	do		13
Wilson's Modern Business College.	44.00	do	do		13
Minn. Cooperative Co	139.35	Jan. 28,1920	Mar. 26,1920		10
Cincinnati & Sub Vell Tel. Co	100.18	Feb. 7,1920	Apr. 1,1920		7
General Electric Co	41.00	Dec. 1,1919	Mar. 31,1920		2
Chesapeake & Potomac Telephone Co.	7.25	Mar. 29,1920	do		4
H. S. Crocker Co	227.35	Jan. 10,1920	Mar. 29,1920		12
Minn. Cooperative Co	692.64	Jan. 28,1920	Apr. 1,1920		10
J. E. Hurley	61.72	Feb. 3,1920	Mar. 30,1920		4
Wright & Brown	535.00	Mar. 11,1920	do		2
Do	38.75	Jan. 8,1920	do		2
Do	182.20	do	do		2
Do	575.00	do	do		2
W. A. H. Church (Inc.)	25.00	Dec. 24,1919	Mar. 13,1920		C
Edison Electric & Instr. Co	16.40	Mar. 26,1920	Mar. 30,1920		2

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Payee.	Amount.	Date received at central office.	Date received at disbursing office.	Why held.	District vocational office No.
Kim, The Circular Man	$62.75	Jan. 23,1920	Mar. 29,1920		10
The Cliff-Van Ness Teaming Co.	14.10	Dec. 9,1919	do		11
Frank A. Weisner	85.00	Dec. 8,1919	do		3
City Multigraphing Co.	7.00	Jan. 26,1920	do		12
George Berbert & Sons	7.00	Feb. 17,1920	do		11
Z. D. Gilman	8.60	Mar. 2,1920	Mar. 30,1920		C
Lewis Forbes Lumber Co.	19.10	Mar. 19,1920	Mar. 29,1920		5
North Carolina Sanatorium	14.25	Feb. 17,1920	do		5
Z. D. Gilman	.95	Mar. 12,1920	Mar. 30,1920		C
Do	1.80	Feb. 27,1920	Mar. 29,1920		C
Frank Libbey & Co.	98.66	Feb. 3,1920	Mar. 31,1920		C
Edwin Hewitt	2.00	Jan. 12,1920	Mar. 24,1920		11
Do	2.00	do	do		11
H. F. Coffman	5.00	Mar. 25,1919	Mar. 31,1919		5
Ross Dodson	5.00	do	do		5
Hugh I. Wilson, jr.	5.00	do	do		5
M. H. Folley	41.17	Feb. 24,1919	Mar. 26,1919		5
Dunwoody Insurance	677.82	Mar. 22,1919	Mar. 25,1919		11
Brownney King & Co.	3.00	Mar. 27,1919	Apr. 1,1919		2
V. Lewis Kaye	12.35	Mar. 29,1919	Mar. 31,1919		12
Mich. School of Mechanic Arts	37.50	Feb. 19,1919	Apr. 1,1919		8
Mountain States Telephone & Telegraph.	4.00	Mar. 23,1919	do		(1)
Do	6.00	Mar. 27,1919	Mar. 31,1919		13
Morley Bros.	4.98	Feb. 25,1919	Mar. 26,1919		8
Remington Typewriter Co.	12.00		Dec. 4,1919	No contract	13
Pitt. Typewriter & Tnp. Co.	17.80		Nov. 17,1919	do	3
Royal Typewriter Co.	12.00		Oct. 31,1919	do	11
Do	8.00	Nov. 17,1919	Nov. 19,1919	do	11
Underwood Typewriter Co.	9.00		Nov. 15,1919	do	13
Do	33.00		Mar. 15,1919	do	13
National Typewriter Co.	8.50		Dec. 4,1919	do	2
Geo. M. Judd	5.00	Nov. —,1919	Dec. 9,1919	do	2
Underwood Typewriter Co.	27.60	Nov. 18,1919	do	do	14
Do	10.00	Nov. 25,1919	Jan. 20,1919	do	7
Do	5.00		Nov. 18,1919	do	2
Do	4.00		Oct. 31,1919	do	8
Do	4.00		do	do	8
Do	5.00		Nov. 10,1919	do	4
Do	2.54	Dec. 16,1919	Jan. 10,1919	do	4
Underwood Typewriter Co.	2.33	Jan. 26,1919	Feb. 9,1919	do	5
Do	2.00		Nov. 17,1919	do	5
Pacific Telephone & Telegraph Co.	8.94	Mar. 27,1919	Mar. 31,1919		13
J. E. O'Connor	37.48	Feb. 19,1919	Apr. 1,1919		1
New York Telephone Co.	138.63	Dec. 24,1919	Jan. 22,1919		2
Do	47.03	do	do		2
Do	18.90	do	Mar. 17,1919		2
Do	49.78	do	Jan. 22,1919		2
Do	153.54	do	do		2
Southern Bell Telephone & Telegraph.	7.50	Mar. 19,1919	Apr. 1,1919		(2)
Red Cross Insurance for building.	1.00	Mar. 23,1919	Mar. 31,1919		4
New York Telephone Co.	167.65	Nov. 26,1919	Jan. 26,1919		2
Do	213.24	do	do		2
Do	357.55	Nov. 18,1919	Dec. 22,1919		2
Do	273.41	Jan. 2,1919	Feb. 10,1919		2
Do	175.52	Dec. 6,1919	do		2
Do	343.22	Jan. 19,1919	do		2
Southern Bell Telephone & Telegraph.	11.50		Jan. 21,1919		5
Do	39.85	Nov. 2,1919			5
Do	2.80	Feb. 21,1919	Mar. 20,1919		5
Do	16.50	Nov. 22,1919	Jan. 10,1919		5
Do	8.00		Jan. 20,1919		5
Do	15.80	Nov. 22,1919	Jan. 21,1919		5
Do	54.15	Mar. 1,1919	Mar. 6,1919		5
Do	5.00	do	Mar. 31,1919		5
Do	70.70	Nov. 29,1919	Feb. 5,1919		5
University of Nebraska	20.40	Jan. 10,1919	Mar. 25,1919		11
Association Students Store	225.15	Jan. 26,1919	Mar. 26,1919		12
Co-Operative Book Store	350.35	do	Mar. 23,1919		5
Mi. Book Store	115.30	Jan. 27,1919	Mar. 25,1919		13
Southern Telephone & Telegraph Co.	7.50	Mar. 30,1919	Apr. 1,1919		14
Do	5.00		Jan. 21,1919		5
Do	24.50	Dec. 10,1919	do		5
Do	1.25		Feb. 6,1919		5

[1] V. E. Denver.

[2] Atlanta red.

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Payee.	Amount.	Date received at central office.	Date received at disbursing office.	Why held.	District vocational office No.
Southern Telephone & Telegraph Co.	$7.50	Nov. 22, 1919	Jan. 20, 1919		5
Do	28.05	.....do.....	Jan. 21, 1919		5
Do	8.50	Jan. 28, 1919	Mar. 6, 1919		5
Do	25.75	.....	Jan. 20, 1919		5
Do	.20	Nov. 22, 1919	.....do.....		5
New York Telephone Co	190.75	Jan. 6, 1919	Jan. 28, 1919		2
Do	4.34	Mar. 16, 1919	Mar. 22, 1919		(1)
Do	15.29	.....do.....	.....do.....		(1)
Do	129.25	Feb. 5, 1919	Mar. 17, 1919		2
Royal Typewriter Co	2.00	Mar. 12, 1919	Mar. 23, 1919		2
F. T. Rialey	5.00	Mar. 25, 1919	Apr. 1, 1919		4
Geo. H. Thomas	5.00	.....do.....	.....do.....		4
L. L. Parke	5.00	Mar. 26, 1919	Mar. 31, 1919		4
Frank N. Swing	14.00	Mar. 29, 1919	.....do.....		7
Williams College	16.00	Mar. 25, 1919	.....do.....		1
Do	4.00	.....do.....	.....do.....		1
E. B. Myrowitz	51.80	Mar. 26, 1919	Apr. 1, 1919		10
James M. Loving	22.00	.....do.....	Mar. 31, 1919		14
Floyd Clardy	2.00	.....do.....	.....do.....		14
L. M. Truman	15.00	.....do.....	.....do.....		14
E. F. Whittemore	6.50	.....do.....	.....do.....		12
E. B. Meyrowitz	21.00	.....do.....	.....do.....		10
Utica Drug Co	9.75	.....do.....	.....do.....		6
E. B. Meyrowitz	48.75	.....do.....	.....do.....		10
E. H. Vaughn	9.00	.....do.....	.....do.....		14
Southern Bell Telephone Co	52.40	Jan. 24, 1919	Mar. 30, 1919		9
Do	13.20	Feb. 6, 1919	.....do.....		14
Do	14.90	.....do.....	.....do.....		14
Do	19.05	Mar. 10, 1919	.....do.....		14
Do	6.50	Dec. 26, 1919	.....do.....		14
Central Minnesota Telephone Co.	6.75	Mar. 13, 1919	.....do.....		7
Do	6.75	Dec. 26, 1919	.....do.....		7
Do	6.75	Jan. 26, 1919	.....do.....		7
Do	7.35	Mar. 22, 1919	.....do.....		7
Pacific Telegraph & Telephone Co	6.11	Mar. 25, 1919	.....do.....		13
Chesapeake & Potomac Telephone Co	3.50	Mar. 16, 1919	.....do.....		C
Do	13.25	Mar. 27, 1919	.....do.....		C
Do	9.15	Mar. 16, 1919	.....do.....		C
Do	77.40	Mar. 24, 1919	Mar. 20, 1919		C
Bell Telephone Co	17.85	Mar. 25, 1919	Mar. 29, 1919		3
Southern Bell Telegraph & Telephone Co	16.85	Mar. 26, 1919	Mar. 30, 1919		5
Do	23.69	Feb. 14, 1919	Mar. 29, 1919		5
Southwestern Bell Telephone Co.	68.97	Nov. 18, 1919	Mar. 30, 1919		9
Do	17.90	Jan. 22, 1919	.....do.....		9
Do	2.25	Nov. 18, 1919	.....do.....		9
Do	40.37	Jan. 22, 1919	.....do.....		9
Do	37.00	Nov. 25, 1919	.....do.....		9
Do	37.00	Jan. 22, 1919	.....do.....		9
Do	37.00	Dec. 22, 1919	Feb. 20, 1919		9
Chesapeake & Potomac Telephone Co	7.12	Dec. 26, 1919	Mar. 26, 1919		
Cincinnati & Suburban Bell	10.20	Dec. 19, 1919	.....do.....		
New York Telephone Co	165.26	Nov. 26, 1919	Jan. 7, 1919		
Do	21.13	Mar. 1, 1919	Mar. 3, 1919		
Chesapeake & Potomac Telephone Co	39.50	Jan. 2, 1919	Feb. 3, 1919		
South Bell Telephone Co	65.97	Dec. 4, 1919	Jan. 20, 1919		
South Bell Telephone & Telegraph	5.72	Nov. 5, 1919	Jan. 26, 1919		
Cumberland Telephone & Telegraph	89.00	Dec. 27, 1919	Jan. 8, 1919		
Do	73.00	.....	Jan. 28, 1919		
Home Telephone & Telegraph Co	6.75	Feb. 25, 1919	Mar. 20, 1919		
Mountain States Telephone & Telegraph Co	6.00	Mar. 9, 1919	.....do.....		
Bell Co	24.75	Dec. 13, 1919	Mar. 22, 1919		
Cincinnati & Sub. Bell	49.74	Jan. 12, 1919	Mar. 23, 1919		
Cincinnati & Sub. Tel. Bell	10.85	Dec. 19, 1919	.....do.....		
Michigan Telephone Co	25.75	Feb. 27, 1919	Mar. 17, 1919		
Mountain States Telephone & Telegraph	4.60	Feb. 5, 1919	Mar. 5, 1919		
Do	126.13	Jan. 13, 1919	Mar. 3, 1919		
New England Telephone Co	239.26	Jan. 21, 1919	Mar. 20, 1919		
Do	47.65	Mar. 19, 1919	Mar. 25, 1919		

(1) New York Reg. O. V.

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Payee.	Amount.	Date received at central office.	Date received at disbursing office.	Why held.	District vocational office No.
Wisconsin Telephone Co	$9.22	Mar. 11, 1919	Mar. 23, 1919		
Do	3.50	.....do	.....do		
Do	3.50	.....do	.....do		
Red Cross Insurance	9.65	Mar. 16, 1919	Mar. 19, 1919		
Pacific Telephone Co	45.35	Mar. 20, 1919	Mar. 23, 1919		
Do	22.50	Mar. 15, 1919	.....do		
New England Telephone Co	298.80	Dec. 17, 1919	Jan. 10, 1919		
New England Telephone Co	298.80	.....do	.....do		
Southern Bell Telephone Co	43.30	Feb. 13, 1919	Mar. 6, 1919		
Cumberland Telephone Co	60.97	Feb. 15, 1919	Mar. 15, 1919		
Mountain States Telephone Co	78.25	Jan. 13, 1919	Mar. 3, 1919		
Do	70.40	Jan. 1, 1919	.....do		
Do	64.70	Jan. 12, 1919	Mar. 1, 1919		
Do	197.35	Mar. 15, 1919	Mar. 25, 1919		
Do	143.08	Feb. 4, 1919	Mar. 3, 1919		
Do	143.08		Mar. 15, 1919		
Cumberland Telephone Co	280.30	Jan. 9, 1919	.....do		
Cincinnati & Sub	72.38	Mar. 22, 1919	Mar. 25, 1919		
Do	61.18	Dec. 12, 1919	.....do		
Do	143.85	Jan. 20, 1919	.....do		
Pacific Telephone Co	121.26	Feb. 17, 1919	Mar. 19, 1919		
Do	215.89	Feb. 4, 1919	.....do		
Do	58.89	Feb. 10, 1919	.....do		
Do	63.42	Nov. 29, 1919	.....do		
Do	39.52	Dec. 4, 1919	.....do		
Do	57.23	.....do	Mar. 22, 1919		
Do	78.75	.....do	.....do		
Do	106.09	.....do	.....do		

APRIL 3, 1920.

MEMORANDUM.

From: Auditor for the board.
To: Chief Division of Rehabilitation.
In re: Inventory of vouchers on hand morning of April 1.

In response to your memo of April 1, requesting "List of bills or vouchers unpaid on the morning of April 1, in whose favor, amount, date received in central office, date received in section, and why held," there is transmitted herewith lists marked Exhibit A to I, inclusive, covering vouchers in audit units of audit and accounting section, together with Exhibit J for those in recording section for distribution. Exhibit K is a list of vouchers passed on by case superintendent on the day previous to inventory. It appears that these were not included in his inventory of April 1. They were received in recording section after auditor's inventory had been made. Mr. Sale, of case superintendent's office, listed them as "in transit" and requested same be transmitted with inventory taken by auditor.

Recapitulation.

1. Tuition and supply unit, Exhibit A, Miss Norvell:			
Waiting for audit	245		
In process of audit	393		
		638	
Held for various reasons		334	
			972
2. General-expense unit, Exhibit B, Miss Wyman:			
Waiting for audit		341	
Held for various reasons		357	
			698
3. Medical, rent, and miscellaneous unit, Exhibit C, Mrs. Campbell:			
Waiting for audit		29	
Held for various reasons		97	
			126

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4. Travel-reimbursement unit, Exhibit D, Miss Kramer:			
Waiting for audit	29		
In process of audit	55		
		84	
Held for various reasons		119	
			203
5. Telegraph unit, Exhibit E, Mrs. Watson:			
Waiting for audit		18	
In process of audit		1	
			19
6. Transportation unit, Exhibit F, Mr. Templeton:			
Waiting for audit	294		
In process of audit	296		
		590	
Held for various reasons		83	
			673
7. Meal and lodging request unit, Exhibit G, Miss Schefflar: In process of audit			41
8. D. V. O. pay-roll unit, Exhibit H, Mr. Lingle:			
In process of audit		14	
Held for various reasons		30	
			44
9. Soldiers' pay-roll unit, Exhibit I, Mr. Dreisonstok: In process of audit			7
			2,783
Total in audit units:			
For audit and in process		1,763	
Held for various reasons		1,020	
			2,783
10. Recording section, Exhibit J, Mr. Dobbins: In process for distribution to the section superintendents and audit units			362
Total in auditor's office			3,145
11. "In transit" from case superintendent to auditor's office (list made by C. S. but included here), Exhibit K, Mr. Sale			185
Total accounted for			4,330

S. N. Q., *Auditor.*

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C., May 11, 1920.

Hon. SIMEON D. FESS,
House Office Building, Washington, D. C.

DEAR DR. FESS: When Mr. Clark was here he was called upon by the committee to give a list of the bills in the New York office which were 30 days old and which had not been paid; also the date on which they were forwarded to central office.

We have added the last column, which shows the status of each of these bills.

I may add that for the Columbia University Press bookstore the bills have been grouped under separate vouchers and either returned for correction or held for receipt of authorization for the purchase of the supplies.

Very truly, yours,

UEL W. LAMKIN,
Chief Division of Rehabilitation.

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Columbia University Press Book Store.

Date received.	Amount.	Status.	Date received.	Amount.	Status.
Sept. 25, 1919	$1.06	Oct. 22, paid.	Mar. 1, 1920	$3.61	Mar. 22, paid.
Oct. 4, 1919	.30	Oct. 18, paid.	Mar. 20, 1920	54.35	Apr. 8, paid.
Do	1.12	Oct. 23, paid.	Do	28.20	Do.
Do	42.64	Oct. 22, paid.	Mar. 23, 1920	96.21	Mar. 29, paid.
Do	7.16	Oct. 23, paid.	Do	134.87	Do.
Do	9.79	Oct. 22, paid.	Do	125.63	Do.
Do	2.32	Oct. 18, paid.	Do	75.70	Do.
Oct. 7, 1919	4.51	Oct. 22, paid.	Do	90.41	Mar. 30, paid.
Do	50.29	Do.	Mar. 25, 1920	3.40	Signed disbursing officer Apr. 24.
Oct. 10, 1919	89.92	Oct. 31, paid.			
Oct. 28, 1919	4.29	Nov. 21, paid.	Mar. 27, 1920	2.25	Apr. 8, paid.
Nov. 6, 1919	10.44	Dec. 1, paid.	Mar. 31, 1920	169.73	Apr. 10, paid.
Do	8.92	Do.	Do	146.20	Auditor Apr. 2.
Nov. 28, 1919	6.21	Jan. 8, paid.	Apr. 15, 1920	1.25	Signed Disbursing officer Apr. 24.
Do	44.60	Jan. 14, paid.			
Do	13.85	Apr. 3, paid.	Apr. 16, 1920	693.83	Auditor Apr. 26.
Dec. 5, 1919	3.87	Apr. 5, paid.	Do	31.74	Disbursing officer Apr. 24.
Do	17.46	Returned D. V. O. Dec. 23.	Dec. 9, 1919	350.56	Jan. 10, paid.
			Oct. 28, 1919	7.30	Nov. 21, paid.
Do	11.33	Jan. 8, paid.	Do	6.99	Dec. 1, paid.
Dec. 9, 1919	47.05	Mar. 19, paid.	Nov. 11, 1919	22.75	Dec. 3, paid.
Dec. 11, 1919	3.24	Mar. 22, paid.	Do	18.15	Do.
Do	2.53	Do.	Oct. 3, 1919	836.00	Jan. 13, paid.
Jan. 29, 1920	13.48	Do.			

This includes all vouchers received in favor of the above-named concern up to Apr. 23, 1920.

List of vouchers sent to central office since Jan. 1, 1920, and to date unpaid, Apr. 13, 1920.

Received at central office.	Name of payee.	Amount.	Date forwarded.	Status.
Jan. 8	Wright & Brown	$1,000.00	Jan. 7	These were sent to Treasury Department for direct settlement, Apr. 20.
8	do	182.20	do	
2	do	575.00	do	
8	do	38.75	do	
Mar. 11	do	584.75	Mar. 9	
Feb. 2	Eastman College	23.80	Jan. 28	Paid, Apr. 28.
Nov. 28	Albany College of Pharmacy	25.25	Feb. 16	Ret. D. V. O. Feb. 28.
Dec. 5	International Correspondence School	18.75	Jan. 23	Paid, Mar. 22.
5	do	18.75	do	Do.
5	Columbia University Press Book Store	4.90	Mar. 15	
5	do	3.75	do	
5	do	17.68	do	
5	do	7.93	do	
5	do	15.14		
5	do	21.52		
5	do	18.64		
5	do	49.90		
5	do	39.43		
5	do	21.42		
5	do	3.07		
5	do	7.20		
5	do	17.46		
5	do	23.85		
5	do	5.21		
5	do	12.36		
5	do	6.24		
5	do	6.05		
5	do	10.90		
5	do	28.13		
5	do	52.00		
5	do	130.00		
5	do	14.71		
5	do	14.08		
5	do	13.34		
5	do	15.38		
5	do	11.95		
5	do	14.67		
5	do	15.43		
5	do	5.53		
5	do	6.31		
5	do	6.00		
5	do	23.14		

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List of vouchers sent to central office since Jan. 1, 1920, and to date unpaid, Apr. 13, 1920—Continued.

Received at central office.	Name of payee.	Amount.	Date forwarded.	Status.
5	Columbia University Press Book Store	$15.97	.....	
5	.....do	18.61	.....	
5	.....do	7.20	.....	
5	.....do	3.42	.....	
5	.....do	22.93	.....	
5	.....do	9.84	.....	
5	.....do	4.35	.....	
5	.....do	14.47	.....	
5	.....do	2.70	.....	
5	.....do	9.70	.....	
5	.....do	9.27	.....	
5	.....do	14.00	.....	
5	.....do	16.94	.....	
5	.....do	7.14	.....	
5	.....do	6.00	Mar. 15	
5	.....do	12.04	.....	
5	.....do	22.92	.....	
5	.....do	21.41	.....	
5	.....do	3.99	.....	
5	.....do	6.40	.....	
5	.....do	25.14	.....	
5	.....do	6.75	.....	
5	.....do	16.54	.....	
5	.....do	10.63	.....	
5	.....do	6.03	.....	
5	.....do	16.83	.....	
5	.....do	3.95	.....	
5	.....do	.80	.....	
5	.....do	1.94	.....	
5	.....do	1.80	.....	
5	.....do	6.48	.....	
5	.....do	10.68	.....	
5	.....do	13.91	.....	
5	.....do	16.03	.....	
5	.....do	14.92	.....	
5	.....do	9.45	.....	
5	.....do	12.19	.....	
5	.....do	2.70	.....	
Mar. 12	Royal Typewriter Co	2.00	Mar. 11	Treasurer direct.
Nov. 28	Cornell University	25.00	Jan. 9	Returned D. V. O. Mar. 26.
28	F. Ramville Co	215.00	Jan. 5	Voucher not received.
Jan. 6	Dr. H. B. Bartholomew	1.00	...do.....	Jan. 30, paid.
7	Dr. Wm. J. Vogeler	3.00	...do.....	Do.
5	Marconi Institute	187.33	Jan. 3	Do.
Mar. 31	Merchants & Bankers	140.00	Mar. 27	Apr. 14 paid.
31	Dr. H. B. Bartholomew	5.00	Jan. 6	Not received Apr. 27.
31	Hartford Auto Trucking Co	5.00	Jan. 8	Do.
31	Dr. Paul J. Banerberg	4.65	Jan. 5	Do.
Jan. 7	Dr. H. B. Bartholomew	7.00	...do.....	Jan. 26 paid.
7	F. W. Wolworth Co	1,875.00	...do.....	Canceled.
5	LaSalle Extension University	42.50	Jan. 3	Mar. 18 paid.
5	West Side Y. M. C. A	19.65	Jan. 16	Not received Apr. 27.
Feb. 12	Eagan School of Business	22.50	Jan. 26	Apr. 24 paid.
Jan. 8	New York Preparatory School (Rich. 1-8)	14.06	Jan. 6	Held, contract.
Jan. 17	Peerless Towel Supply Co	51.65	Jan. 16	Canceled.
8	Eugene Ditezgen Co	9.23	Jan. 6	Apr. 3 paid.
13	A. B. Dick & Co	72.90	Jan. 8	Apr. 21 paid.
Feb. 5	Dr. H. F. Lee	1.00	Feb. 23	Mar. 16 paid.
Jan. 28	Paul H. Gesswein Co	11.80	Jan. 20	Mar. 30 paid.
13	G. D. Kirtland Co	4.40	Jan. 12	Returned D. V. O. Apr. 26.
Mar. 16	Hull, Crippen Co	23.42	Mar. 13	Apr. 14 paid.
Jan. 15	The New Haven Clock Co	27.00	Jan. 14	Apr. 22 paid.
Nov. 22	Moreland Express Co	7.76	Jan. 8	Disbursing officer, Jan. 24.
Mar. 3	LaSalle Extension University	25.00	Feb. 9	Mar. 26 paid.
Jan. 27	J. N. Knight & Son (Alden 1-26)	21.25	Jan. 24	Hold, inf. D. V. O.
Feb. 5	Dr. F. H. Pierson	3.00	Feb. 3	Feb. 19 paid.
5	Dr. P. J. Quinn	3.00	Jan. 29	Mar. 3 paid.
Jan. 20	G. D. Kirtland Co	4.00	Jan. 19	Returned D. V. O. Apr. 26.
Mar. 29	Eastman Kodak Co. of New Jersey	12.34	Mar. 27	Apr. 5, paid.
Feb. 5	Dr. L. T. Henderson	3.00	Jan. 29	Mar. 31 paid.
Mar. 29	Booth & Bayliss Commercial School	120.70	Mar. 24	Apr. 28 paid.
Jan. 22	Peerless Towel Supply Co	55.82	Jan. 21	Canceled.
19	New York Telephone Co	343.22	Jan. 16	Apr. 17 paid.
22	Ribbon & Carbon Products Co	155.00	Jan. 21	Disbursing officer, Apr. 26.
Feb. 5	Dr. John C. Grabau	3.00	Jan. 29	Feb. 27 paid.
Feb. 27	Dr. F. D. Carr	3.00	Feb. 19	Mar. 11 paid.
Jan. 27	B. & K. Carting Co	5.00	Jan. 26	D. V. O. Apr. 26.

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List of vouchers sent to central office since Jan. 1, 1920, and to date unpaid, Apr. 13, 1920—Continued.

Received at central office.	Name of payee.	Amount.	Date forwarded.	Status.
Feb. 7	Eagan School of Business	$103.33	Feb. 3	Disbursing office Mar. 10.
7	Dr. Lawrence Cremin	3.00	Jan. 29	Not received Apr. 27.
5	Dr. M. S. Lord	3.00	...do.....	Feb. 20 paid.
21	Dr. S. W. Thompson	3.00	Feb. 14	Mar. 11 paid.
Jan. 26	Kny. Scheerer Corporation	40.75	Jan. 19	Disbursing office Apr. 24.
Feb. 24	Landsberg Bros	4.80	Jan. 26	Apr. 24 paid.
24	.....do	7.20	...do.....	Not received Apr. 27.
24	.....do	5.00	...do.....	Do.
24	.....do	1.50	...do.....	Do.
Jan. 27	Goldsmith Bros. (Aud. 1-27)	18.00	...do.....	Hold, contract.
Mar. 15	N. Glantz	24.75	Mar. 10	Apr. 26 paid.
Feb. 19	International Correspondence School	116.25	Feb. 10	Mar. 22 paid.
Mar. 6	American Institute of Applied Music	51.25	Feb. 28	Auditor, Mar. 17.
Feb. 17	New Haven Clock Co	6.75	Feb. 11	Apr. 22 paid.
9	Mandell Wohlfeiler & Co	30.50	Feb. 29	Mar. 22 paid.
18	Edison Lamp Works	95.03	Feb. 14	Apr. 21 paid.
Mar. 23	Hull Crippen & Co	24.45	Mar. 19	Returned D. V. O. Apr. 5.
12	New York Ear and Eye Infirmary	350.00	Mar. 9	Disbursing office Apr. 6.
Feb. 17	Lansberg Bros	30.00	Feb. 11	Returned D. V. O. Apr. 26.
17	Marbridge Print Co	53.00	Feb. 11	Disbursing office Apr. 2.
Mar. 1	Eaton Bros. Co	17.30	Feb. 14	Apr. 29 paid.
11	.....do	17.30	Mar. 8	Disbursing office Apr. 24.
Feb. 18	Hanover Electric Co	53.40	Feb. 14	Disbursing office Apr. 1.
5	Burns Lyman Smith	20.00	Feb. 3	Canceled.
Mar. 1	Twenty-third Y. M. C. A	10.00	Mar. 27	Mar. 20 paid.
Feb. 14	Man. Electric Supply Co	.83	Mar. 11	Returned D. V. O. Apr. 26.
Apr. 1	Drake Business College	48.00	Mar. 30	Apr. 16, paid.
Mar. 3	Sheldon School	4.72	Feb. 10	Returned D. V. O. Apr. 17.
Feb. 9	.....do	5.15	Jan. 29	Mar. 18, paid.
Mar. 31	Merchants & Bankers' Business School	130.00	Mar. 27	Apr. 16, paid.
2	International Text Book Co	20.00	Feb. 28	Disbursing office, Apr. 23.
Jan. 27	Johnson Wahle Electric Co	150.00	Jan. 26	Disbursing office, Apr. 26.
27	Eugene Dietzgen Co	10.50	...do.....	Apr. 27, paid.
Feb. 28	Central City Business School	53.18	Feb. 25	Disbursing office, Apr. 27.
Mar. 13	J. S. Wilson & Son	9.00	Mar. 10	Mar. 20, paid.
20	L. C. Smith & Bros. Typewriter Co	5.00	Mar. 17	Apr. 5, paid.
29	E. Brunel Training School of Photography	450.00	Mar. 24	Auditor, Apr. 5.
29	Jos. F. Eberhard & Son	21.06	...do.....	Disbursing office, Apr. 22.
15	Royal Typewriter Co. (Inc.)	1.25	Mar. 13	Returned D. V. O. Mar. 23.
15	.....do	1.00	...do.....	Do.
1	Paine's Uptown Business School	76.71	Feb. 16	Disbursing office, Apr. 27.
Feb. 28	Heffley Institute	537.83	Feb. 25	Apr. 22, paid.
Mar. 31	Merchants & Bankers	130.00	Mar. 27	Apr. 16, paid.
Feb. 28	Ryder College of Commerce	32.30	Feb. 25	Apr. 22, paid.
28	Kanuth Bros	17.25	Feb. 19	Not received Apr. 27.
Mar. 25	Newark Institute of Photography	21.05	Mar. 12	Apr. 12, paid.
Feb. 24	Peerless Towel Supply Co	51.65	Feb. 20	Campbell, Feb. 24.
Mar. 20	Walbridge & Co	20.58	Mar. 15	Disbursing office, Apr. 22.
Feb. 25	Sheldon School	8.86	Feb. 19	Mar. 30, paid.
25	R. A. Stewart & Co	4.50	...do.....	Returned D. V. O. Mar. 23.
25	.....do	4.50	...do.....	Do.
25	.....do	4.50	...do.....	Do.
25	.....do	4.50	...do.....	Do.
25	.....do	4.50	...do.....	Do.
26	.....uo	4.50	...do.....	Do.
25	.....do	4.50	...do.....	Do
25	.....do	4.50	...do.....	Do.
25	.....do	4.50	...do.....	Do.
25	.....do	1.50	...do.....	Do.
Mar. 6	Eastern College of Chiropractics (Inc.)	13.88	Feb. 28	Rich. Hold contr., Mar. 20.
5	Douglas & Son	3.00	Feb. 27	Returned D. V. O., Mar. 23.
6	Associated Art Studios	32.76	...do.....	Apr. 21, paid.
6	New York State School of Agriculture	9.50	Feb. 28	Apr. 16, paid.
Feb. 25	R. A. Stewart & Co	4.50	Feb. 19	Returned D. V. O. Mar. 23.
25	.....do	4.50	...do.....	Do.
25	.....do	4.50	...do.....	Do.
25	.....do	4.50	...do.....	Do.
25	.....do	3.00	...do.....	Do.
25	.....do	3.00	...do.....	Do.
25	.....do	3.00	...do.....	Do.
25	.....do	3.00	...do.....	Do.
25	.....do	3.00	...do.....	Do.
25	.....do	.60	...do.....	Do.
25	.....do	4.80	...do.....	Do.
25	.....do	4.80	...do.....	Do.
Mar. 20	Oscar Seagle (Rich. 3-20)	100.00	Mar. 17	Hold contr.

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List of vouchers sent to central office since Jan. 1, 1920, and to date unpaid, Apr. 13, 1920—Continued.

Received at central office.	Name of payee.	Amount.	Date forwarded.	Status.
Feb. 19	Keuffel & Esser Co	$6.25	Feb. 18	Apr. 12, paid.
27	Landsberg Bros	16.32	Feb. 25	Disbursing officer, Apr. 27.
27	.....do	18.00	...do.....	Do.
27	.....do	1.80	...do.....	Do.
19	Frank J. Learman	317.41	Feb. 18	Apr. 17, paid.
Mar. 1	Rochester Business Institute	60.47	Feb. 20	Apr. 26, paid.
Feb. 27	Landsberg Bros	19.00	Feb. 25	Disbursing officer, Apr. 27.
Mar. 15	Teachers College	261.00	Mar. 10	Do.
29	New York Telephone Co	314.45	Mar. 24	Apr. 17, paid $313.
Feb. 28	Camden Commercial College	.51	Feb. 25	Apr. 17, paid.
Mar. 15	American Institute of Applied Music	51.25	Mar. 11	Auditor, Mar. 29.
11	.....do	10.60	Mar. 8	Disbursing officer, Apr. 13.
5	L. Krotosky's Sons	11.00	Feb. 27	Auditor, Apr. 26.
2	Douglas & Son	1.20	Feb. 28	Returned D. V. O. Mar. 23.
2	.....do	2.25	...do.....	Apr. 24, paid.
2	.....do	.50	...do.....	Do.
2	.....do	2.28	...do.....	Do.
23	Paul B. Hoeber	12.75	Mar. 20	Disbursing officer, Apr. 24.
23	.....do	3.50	...do.....	Rich., Mar. 23.
15	Seward Park Rehabilitation	1,021.03	Mar. 11	Auditor, Mar. 27.
15	Spencer Business School	20.55	Mar. 10	Apr. 27, paid.
Apr. 1	Drake's Business College	8.49	Mar. 27	Apr. 24, paid $4.15.
Mar. 29	.....do	48.00	...do.....	Apr. 13, paid.
Feb. 28	College of City of New York	511.62	Feb. 26	Returned D. V. O. Mar. 16.
Mar. 6	Gilsleider Sign Shop	7.00	Feb. 27	Apr. 19, paid $5.
20	Eastman School	34.70	Mar. 17	Disbursing officer, Apr. 8.
20	.....do	154.69	...do.....	Disbursing officer, Apr. 7.
12	Camden Commercial College	18.13	Mar. 8	Mar. 24, paid.
29	Syracuse University	217.26	Mar. 27	Apr. 17, paid.
15	Roch. Athen. & Mechanics Inst	869.22	Mar. 10	Disbursing officer, Apr. 13.
15	.....do	77.34	Mar. 13	Not received Apr. 27.
20	Merrill Business College	27.00	Mar. 17	Apr. 12, paid.
13	James A. Hetherington	1.85	Mar. 10	Auditor, Mar. 16.
9	Douglas & Son	2.40	Mar. 8	Apr. 22, paid.
11	Coleman National Business College	3.31	...do.....	Apr. 7, paid.
11	.....do	2.88	...do.....	Apr. 17, paid.
11	.....do	3.02	...do.....	Do.
11	.....do	3.23	...do.....	Do.
11	.....do	4.17	...do.....	Do.
11	.....do	8.62	...do.....	Apr. 7, paid.
11	.....do	8.62	...do.....	Do.
11	.....do	8.62	...do.....	Do.
11	.....do	8.62	...do.....	Do.
6	International Rapid Transit Co	20.00	Mar. 3	Returned D. V. O. Mar. 23.
15	Mecca College of Chiropractic	107.75	Mar. 11	Apr. 12, paid.
29	Columbia University	18.55	Mar. 26	Returned D. V. O. Apr. 14.
2	Underwood Typewriter Co	.75	Feb. 28	Returned D. V. O. Mar. 23.
2	.....do	.75	...do.....	Do.
23	Newark Technical School	1.83	Mar. 19	Apr. 19, paid 83 cents.
Feb. 18	Library Bureau	17.55	Feb. 14	Returned D. V. O. Mar. 23.
17	.....do	48.38	Feb. 11	Do.
17	.....do	16.90	...do.....	Do.
18	.....do	21.15	...do.....	Do.
19	.....do	8.77	Feb. 18	Do.
Jan. 12	Atlas Stationery Corporation (Moore, 1-12)	21.50	Mar. 9	Held, purchase order.
Feb. 17	Atlas Stationery Corporation	1.91	Feb. 11	Disbursing officer, Apr. 14.
Jan. 27	.....do	10.00	Jan. 26	Apr. 22, paid.
Feb. 17	.....do	1.59	Feb. 11	Disbursing officer, Apr. 14.
18	.....do	3.70	Feb. 14	D. V. O. Mar. 23.
18	Atlas Stationery Corporation (Moore, 2-18)	6.00	...do.....	Held purchase order.
18	.....do	3.24	...do.....	Do.
17	.....do	14.04	...do.....	Do.
17	.....do	14.04	Feb. 10	Do.
17	Atlas Stationery Corporation	78.60	Feb. 14	Apr. 22, paid.
25	Atlas Stationery Corporation (Moore, 2-18)	5.20	Feb. 10	Held purchase order.
25	Atlas Stationery Corporation	135.00	...do.....	D. V. O. Mar. 25.
25	.....do	240.00	Feb. 20	Returned D. V. O. Mar. 25.
17	.....do	.63	Feb. 10	Apr. 13, paid.
18	.....do	9.00	Feb. 16	Apr. 24, paid.
18	.....do	5.50	Feb. 14	Returned D. V. O. Mar. 22.
5	.....do	19.80	Feb. 3	Apr. 22, paid.
18	.....do	12.75	Feb. 16	Apr. 2, paid.
17	.....do	30.00	Feb. 17	Mar. 18, paid.
19	Atlas Stationery Corporation (Moore 2-19)	36.78	...do.....	Held, Bid n. acc.
27	Atlas Stationery Corporation	19.80	Feb. 25	Apr. 22, paid.
25	.....do	16.20	Feb. 19	Apr. 24, paid.
25	Atlas Stationery Corporation (Moore 2-25)	29.70	...do.....	Held, purchase order.
Mar. 1	Atlas Stationery Corporation	150.00	Feb. 27	Returned D. V. O. Mar. 25.

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FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C., May 10, 1920.

Hon. DANIEL A. REED,
House Office Building, Washington, D. C.

MY DEAR MR. REED: I am inclosing herein a statement showing the number of Negroes being trained by the Federal Board for Vocational Education by States and by institutions.

Very truly, yours,

UEL W. LAMKIN,
Chief Division of Rehabilitation.

NUMBER OF COLORED MEN WHO ARE BEING TRAINED BY THE FEDERAL BOARD FOR VOCATIONAL EDUCATION BY STATES.

Massachusetts, 27; Rhode Island, 1; New York, 53; New Jersey, 7; Connecticut, 2; Pennsylvania, 59; Virginia, 41; West Virginia, 5; Maryland, 26; District of Columbia, 47; Porto Rico, 1; Georgia, 71; Florida, 15; North Carolina, 20; South Carolina, 54; Tennessee, 19; Alabama, 63; Mississippi, 39; Louisiana, 77; Ohio, 71; Indiana, 10; Kentucky, 7; Michigan, 5; Illinois, 75; Iowa, 1; Kansas, 6; Missouri, 21; Nebraska, 2; Minnesota, 3; Montana, 1; Colorado, 14; Utah, 2; California, 11; Arizona, 3; Washington, 7; Arkansas, 24; Oklahoma, 12; Texas, 70; total, 972.

Establishments in which colored men are being trained by the Federal Board for Vocational Education.

Establishment.	Number enrolled.	Establishment.	Number enrolled.
Acme Cleaning & Pressing Co., Gainesville, Tex	1	Eureka Cleaning & Dyeing Works, El Paso, Tex	1
Clarence B. Adams, Cambridge, Mass	1	Felzenberg, Bros., Newark, N. J	1
Allegheny County Morgue, Pittsburgh, Pa	1	Leo Fisher, Bruceville, Tex	1
African M. E. Book Concern, Philadelphia, Pa	1	Ford Exchange, Louisville, Ky	1
American Radiator Co., Kansas City, Mo	1	Fraternal Bank & Trust Co., Fort Worth, Tex	1
American Tailors, Chicago, Ill	1	General Electric Co., Boston, Mass	1
American Wooden Products Co., Los Angeles, Calif	1	Samuel Glink, Chicago, Ill	1
F. Anderson, tailor, Minneapolis, Minn	1	Globe Shoe Repairing Co., Denver, Colo	1
Aronson Shoe Shop, Dublin, Ga	1	Graygonic Lumber Co., Prescott, Ark	1
Associated Art Studio, New Jersey	1	Greenburg & Co. L., New York, N. Y	2
Athens Republique, Athens, Ga	1	Greene Shoe Making, R. P. New York, N. Y	1
Atlantic Tire Repair Co., Philadelphia, Pa	1	Gwiner Dental Mfg. Co., Chattanooga, Tenn	1
Auto Equipment Service Co., Baltimore, Md	1	Guer Shoe Shop, Tulsa, Okla	1
C. F. Avling, Centerville, Mass	1	Hallett & Davis Piano Co., Boston, Mass	1
Robert H. Beatty, Washington, D. C	1	Harper & Harper Shoe Repair Co., Milledgeville, Ga	1
Birmingham Reality Co., Birmingham, Ala	1	Hartzell Auto Repair Co., Chicago, Ill	1
L. P. Blackburn, Kite, Ga	1	Heist Studio of Taxidermis, St. Paul, Minn	1
O. C. Booker, San Antonio, Tex	1	A. Hill, Chicago, Ill	1
Broadway Electric Shoe Repair Co., Richmond, Va	1	John W. Hines, Philadelphia, Pa	2
Brown Shoe Repairing Shop, Chicago, Ill	1	Congress Hotel, Chicago, Ill	1
Bryant & Stratton, Boston, Mass		Hotel Hamilton, St. Louis, Mo	1
A. W. Bukowsky, Toledo, Ohio	1	Hotel Harris, Toledo, Ohio	1
Capital Shoe Repair Co., Richmond, Va	1	Hotel Southern, Arcadia, Fla	1
Carolina Studio, Graham, N. C	1	Hotel O'Henry, Greensboro, N. C	1
M. C. Carroll, jr., Atlanta, Ga	1	Jones Tailor Shop, Houston, Tex	1
Century Shoe Repair Factory, Biltmore, N. C	1	Thomas Johnson, Barber, Baltimore, Md	1
Chevrolet Motor Co., Oakland, Calif	1	Johnson & Sons, Chicago, Ill	1
J. Colvin, Furniture Repair & Upholstering Co., Maron, Ala	1	Kamball Service Station, Dallas, Tex	1
Connos Tire Co., Nashville, Tenn	1	Keene's Garage, Washington, D. C	1
Congressional Garage, Washington, D. C	1	Kenwood Auto Co., Chicago, Ill	1
Cooper & Son, Henderson, Ky	1	J. O. Keys, Washington, D. C	1
J. J. Corprew, Norfolk, Va	1	Theodore Kindtz, Cleveland, Ohio	1
Cosmos Club, Washington, D. C	1	Frank W. Kline, Hudson, N. Y	1
Frank Cotton, Washington, D. C	1	Lasswell Studio, Chicago, Ill	1
Oscar Crooms, Newbern, N. C	1	Liberty Garage, New York City	1
Abe Danenburg, Baltimore, Md	1	I. H. Liebreick, Tampa, Fla	1
Dinwiddie Art Studio, Little Rock, Ark	1	Bob Lewis, Eastman, Ga	1
Dixie Laundry, New Orleans, La	1	W. A. Martin, Baltimore, Md	1
Division & Fargo, Augusta, Ga	1	McClaren Tire & Service Co., Chicago, Ill	1
Empire Shoe Factory, Jacksonville, Fla	1	McKeon & Co., Chicago, Ill	1
		S. A. Magruder, Auto Repair Shop, Moss Point, Miss	1
		M. S. Nanison, Chicago, Ill	1

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Establishments in which colored men are being trained by the Federal Board for Vocational Education—Continued.

Establishment.	Number enrolled.
J. Marcus, Pittsburgh, Pa.	1
Marine Garage, Jacksonville, Fla.	1
Marshall & Garrett, New York City.	1
Marshall Manufacturing Co., Marshall, Tex.	1
Metals Welding Co., Cleveland, Ohio.	1
Miner-Sargent-Barre Co., San Francisco, Calif.	1
Mimms Paper & Decorating Co., Evansville, Ind.	1
Myer Mohenoff, Washington, D. C.	1
William R. Moore Dry Goods Co., Memphis, Tenn.	1
Morris Shoe Repairing Shop, Savannah, Ga.	1
Motor Transport Corps, Chicago, Ill.	1
Moyers Electric Shoe Repair Shop, Baltimore, Md.	1
New Buckeye Auto Co., Columbus, Ohio.	1
New Home Bakery, Jacksonville, Fla.	1
Nichols & Martin, San Antonio, Tex.	1
Ohio Shoe Repairing Co., Washington, D. C.	1
Old Post Garage, Tarrytown, N. Y.	1
Paramount Electric Shoe Repair Shop, Newark, N. J.	1
Park Bank Building-janitor, Baltimore, Md.	1
Patriotic Dye Works, New Orleans, La.	1
C. G. Patterson, Baltimore, Md.	1
Petz Motor Co., Baltimore, Md.	1
Progressive Shoe Shop, Chicago, Ill.	1
Progressive Wire Goods Co., Philadelphia, Pa.	1
Rattan Furniture Co., Seattle, Wash.	1
Red Front Barber Shop, Waco, Tex.	1
Charles E. Reese, Chicago, Ill.	1
Redi Shoe Repair Co., Atlanta, Ga.	1
Robertson, Plaso, Silverstreet, S. C.	1
Robertson, Sharperson Garage, Savannah, Ga.	1
Rogers, W. S., Camden, Ark.	1
Ross Tailoring Co., Houston, Tex.	1
Samrtt's Machine Shop, Indianapolis, Ind.	1
Saunders Garage, Newport News, Va.	1
Saunders, William, St. Louis, Mo.	1
Scott Ellis Co., Indianapolis, Ind.	1
Scullin Steel Co., Centaur, Ind.	1
Selis Shoe Repair Co., Baltimore, Md.	3
Shannon, T. J., Lexington, Ky.	1
Shoe Maker, Nashville, Tenn.	1
Shoe Repairs, The, Philadelphia, Pa.	2
Shoe Repairing, Baltimore, Md.	1
Shoe Renury, The, Atlanta, Ga.	1
Soldiers' Home, Johnson City, Tenn.	1
Howard, Spencer, Waco, Tex.	1
Standard Shoe Repair Co., Charles Town, W. Va.	1
Star Rapdis Shoe Repair Co., Washington, D. C.	1
Starter Service Co., Denton, Tex.	1
Charles Steen, San Antonio, Tex.	1
Tazewell Motor Co., Tazewell, Va.	1
Texor Motor Supply Co., Waco, Tex.	1
Turner Shoe Repairing Shop, James, Appling, Ga.	1
Union Motor Car Co., Baltimore, Md.	1
U. S. Department of Agriculture, Washington, D. C.	1
U. S. Department of Interior, Washington, D. C.	2
U. S. Post Office, Philadelphia, Pa.	1
U. S. Post Office Garage, Philadelphia, Pa.	2
Vim Motor Car Co., Baltimore, Md.	1
Wedge, Walter H., Washington, D. C.	1
Weil & Co., S., Brooklyn, N. Y.	1
White Shoe Repair Shop, Indianapolis, Ind.	1
Wood & Logan, Philadelphia, Pa.	1
Wright's Studio, E. Victor, Baltimore, Md.	1
Total establishments	152
Total institutions	830
Grand total	972

Records and returns—Institutions in which colored men are being trained by the Federal Board for Vocational Education, May 8, 1920.

Institution.	Number.
Tuskegee Institute	115
Prairie View State Normal	65
Hampton Institute	55
Wilberforce University	48
Utica Normal Industrial Institute	36
A. and I. State Normal	38
Harvard University	20
North Carolina A. and T. Institute	44
State A. and M. Institute, Orangeburg, S. C.	33
State A. and M. Institute, Normal, Ala.	15
College of A. and M. Arts, Mayaguez, P. R.	1
Franklin Union	9
Colored Industrial, Cincinnati, Ohio.	13
Lewis Institute	9
North Western University	7
Cass Technical High School	6
West Side Y. M. C. A., New York City.	12
Washburne Continuation School	9
Temple University	10
Red Cross Institute for Blind	5
New York Academy of Business	16
Philadelphia Mechanical and Electrical School	3
Allegheny Vocational School	3
Howard University, Washington, D. C.	8
Chicago Business College	6
Hawley School of Engineering	3
Western University	1
Lincoln Institute	12
University of Chicago	1
Denver Opportunity School	12
Massachusetts Agriculture College	5
Schenley High School	4
Miss A. H. Washington (tutor)	4
Cincinnati College of Embalming	9
Los Angeles High School	4
Columbia University	2
Bishop Payne Institute	2
Kansas State Normal School	2
American Business College	1
Modern Auto and Tractor School	3
Educational Alliance, New York City	2
Cheyney Training School for Teachers	4
Iowa University	1
Allen University	1
George Washington University	1
University of Michigan	1
American Ladies and Gents School of Design	3
Nowark Technical School	3

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Records and returns—Institutions in which colored men are being trained by the Federal Board for Vocational Education, May 8, 1920—Continued.

Institution.	Number.	Institution.	Number.
Saunders Trade School	3	Brooklyn Law School	1
Haven School	3	Amherst Agricultural College	1
University of Washington	3	University of Illinois	1
Southern University	10	New England Conservatory of Music	1
West Technical High School	3	Lane Technical High School	1
Meharry Medical College	2	National School of Mechanical Dentistry	1
Western University	4	Willis Woodbury Business College	1
International Correspondence School, Scranton, Pa.	6	Worsham School of Embalming	1
Branch Normal School, Pine Bluff	4	Moler Barber College	1
University Farm School, David, Calif.	2	New England Vocational School	1
Victory Vulcanizing and Tire School	5	Pittsburgh Auto Engineer School	1
North Carolina State A. and E. College	2	Bliss Electrical School	1
State School Agriculture, Farmingdale, N. Y.	3	West Chester State Normal School	1
New York University	4	Mayo College	1
University of Pennsylvania	1	Taylor University	1
Ohio University	2	University of North Dakota	1
Oakland Polytechnic College of Engineering	1	John Marshall School of Law	1
United States General Hospital, Fort McHenry, Md.	10	Columbia University	1
Institute of Podiatry, New York City	1	University of Wisconsin	1
Valparaiso University	1	Polytechnic College of Engineering, California	1
Arkansas Baptist College	1	Receiving Station, Waco, Tex.	1
New York Electrical School	3	Receiving Station, San Antonio, Tex.	1
University of California	2	Receiving Station, Oklahoma City, Okla.	1
Old Central High School, Buffalo	1	Receiving Station, El Paso, Tex.	1
Baltimore Business College	1	Philadelphia Power Plant Engineering School	2
University of Arizona	1	Carnegie Institute	1
Brunel School of Photography	1	A. O. Hall's Barber Institute	1
Heights Dental Laboratory	1	Pratt Institute	1
West Virginia University	2	New York Botanical Gardens	1
International Accounting Society	1	Burdette Business College	1
Michigan Agricultural College	1	Longwood School	1
Boston Trade School	1	Eckels College of Embalming	1
Bissell College	1	Iowa State College	1
Chicago College of Music	1	Oberlin Business College	1
Greer College of Motoring	1	McCall Industrial School	1
Nashville A. & I. College	2	Alexander Hamilton Institute	1
California College of Optometry	1	Lincoln High School	1
Healds Auto & Engineering School	2	Wilson's Modern Business College	1
Freedmans Hospital, Washington, D. C.	1	Seattle Y. M. C. A.	1
Bodee Dental School	1	Receiving Station, Houston, Tex.	4
Cornell University	1	Receiving Station, Fort Worth, Tex.	1
Armstrong Tech. High School	1	Receiving Station, Arlington, Tex.	1
Empire Linotype School	1	Reservoir Status, Los Angeles, Calif.	1
Episcopal Theological School	1	Total	820

WASHINGTON, D. C., *May 6, 1920.*

Hon. SIMEON D. FESS,
Chairman Committee on Education,
House of Representatives, Washington, D. C.

DEAR DR. FESS: Pursuant to the request of the committee, I am submitting herewith a statement as to what I believe should be the salary limitations to be fixed in the sundry civil appropriations bill, if it is necessary to fix definite limitations.

1, at $7,500	$7,500
4, at $6,000	24,000
10, at $5,000	50,000
30, at $4,000	120,000
40, at $3,500	140,000
40, at $3,250	130,000
100, at $3,000	300,000
100, at $2,750	275,000
100, at $2,500	250,000
	1,296,500

I inclose herein a comparison of these limitations with present limitations. The amendment should be worded to read "not in excess of" rather than "at." For instance, the present salary limitations state that we can employ 70

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"at" $3,000, and 27 "at" $3,500. We have no authority to employ anyone at $3,250.

Should these limitations be fixed, it would allow $7,500 for the chief of the division. This is the salary that is fixed by law for the Director of the Bureau of War Risk Insurance. The difference in their governmental "rank" is largely one of name. Careful consideration will compel the conclusion that the work of vocational rehabilitation is as exacting and important as that of the Bureau of War Risk Insurance.

The $6,000 salaries would be used for the more important executive places, such as executives in the larger districts. I do not think it necessary at this time to use four $6,000 salaries, but should occasion arise, that we have to use them, they should be available.

Such of the $5,000 salaries as would be necessary would be used for lesser executive positions or for executives in smaller districts.

Of the $4,000 positions which exceed the present number allowed, 12 would be used for supervisors and probably for executives in the smaller districts.

The $3,000 to $3,500 groups would be used for vocational advisers who meet the men, for men who are doing follow-up work to see that the training is satisfactory and for supervisors of training of men both in institutions and on the job.

The $2,500 to $2,750 salaries should be retained in order that we may retain at these salaries such of our present employees as are doing satisfactory work without having to increase their salaries, and that we may employ such persons as will accept these salaries without having to offer them larger remuneration.

The total appropriation for next year as reported by the sundry civil bill is approximately three times that appropriated for the present year. The passage of the Darrow bill will no doubt increase the number of men in training and it may tend to cause some men to take training because of the increased compensation who would not otherwise enter. For this reason, also, it is extremely important that we have a number of men whom we can secure at higher salaries than we are now able to pay, who will be competent to handle the increased number of men and who will be able to see to it that they are profiting by their training.

It must be borne in mind that the administrative officers of the board will probably not use all of these salaries. It is not our purpose to increase the compensation of our entire force should these limitations be approved. On the other hand, we must have adequate salaries which can command strong men as our stronger and more experienced men are dropping out and the number of men in training increasing.

As you know, Mr. Munroe is in Boston having to undergo a minor operation. I have had no opportunity to consult him in regard to this matter and am writing you this letter on my own responsibility at the request of the committee.

Very truly, yours,

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

NEW YORK, *April 24, 1920.*

Dr. SIMEON D. FESS,
Washington, D. C.

DEAR SIR: The inclosed letter and copies of letters should, I think, appear in the record as supplementary testimony just in the same way as Mr. Littledale got in his supplementary testimony. I hope you will see to it that they do.

Very truly, yours,

WILLIAM A. CLARK,
Acting District Vocational Officer.

NEW YORK, *April 24, 1920.*

Dr. SIMEON D. FESS,
Washington, D. C.

DEAR SIR: A list of all unpaid bills since January 1 has been sent to central office in order that there shall be no mistake. All bills that have been paid will be crossed off the list and in this way a perfect memorandum will be placed in your hands.

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I find that 3,802 cases were registered in the month of May, 1919, and 2,828 cases have been registered from February 16 to April 14, 1920. I was requested by your committee to furnish a status report on each case in those two periods.

We have two squads from the office, in the field at the present time, on the clean-up campaigns mentioned in the reports submitted to you by me as a witness before your committee on April 14. This leaves us very short-handed in the office. It will require the services of 10 men, expert in reading cases, 10 days to complete this report for you in a satisfactory manner. For instance, to merely know the fact that a man is not in training will not give you true information. It is quite possible that there are adequate reasons, consequently an abstract is necessary in order that you may get at the exact truth of the situation. I have requested the central office to furnish me with 10 men for this purpose as I am quite sure that you do not wish to hamper this office more than is absolutely necessary by reason of this investigation.

I have given considerable thought to the statement that "there should be a follow-up man for every 50 men in training." I see no reason to change this estimate which I made on the stand. We have about 5,000 men in training at the present time. If we are to do our full duty by the disabled soldiers in training, and in order to do so it requires a follow-up man for every 50 men in training, we should have 100 follow-up men in this district at the present time. There should be at least one adviser, placement officer, or training officer for every 500 unsettled cases in the office. As we have, including prospects, about 25,000 of such cases, it means that we should have at least 50 staff officers for this particular class of work. In other words, for the two classes of work our staff should be 150 officers. It is wholly impossible to get these men, train them and retain them at the present salaries paid. May I emphasize over again that at least 75 per cent of the men we now have are looking for other positions? Remember, I am the head of an office where these conditions prevail. Our present staff consists of:

Advisers	21
Placement officers	13
Placement assistants	17
Training officers	10
Assistant training officers	17
Total	78

The Meyer and Ives incident has lately loomed large before your committee. The facts are simple and beautifully illustrative of the lack of power of the district vocational officer about which you seemed most particularly interested to learn when I was on the stand. My whole testimony was actuated by two master motives; first, to assist the disabled soldiers by giving such opinions and information as would be helpful to your committee in planning for the future, and secondly, to be sportsmanlike by steering clear of personalities and assuming resposibilities which did not in reality belong to me.

Mr. Meyer and Mr. Ives, by their general attitude, their conversation among the disabled soldiers and statements to staff officers, were apparently trying to sow discord in the office. This was brought to me by some of the most trusted and discreet officers on the staff. For instance, it was declared by one and repeated by the other, that legal steps had already been taken to remove the head of the office; that the "war," by their testimony, had only begun. It very quickly created a scandal in the office and was disruptive of office morale. You should be able to appreciate my dilemma. For the good of the service it was necessary for me to give them commissions outside of the office. In doing so I was perfectly well aware of the fact that the New York Evening Post would take up their cases immediately. Nevertheless, I determined to send them out of the New York office to make it clear, in the interest of discipline, to all right-minded people in the office that the head was not without power. It was a choice of evils. I acted in this matter, as I have in all matters since the office has been under attack—uninfluenced by newspaper criticism or the congressional investigation.

Mr. Lamkin knew of the step that was to be taken, approved of it, and late in the afternoon, after the step had been taken and had become public, recalled it. This only made matters very much worse.

Mr. Farwell, my predecessor, very seriously considered making a demand upon central office for the removal of both Mr. Meyer and Mr. Ives. It was discussed by me informally with central office representatives. Every supervisor in the

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office had recommended it, especially in the case of Mr. Meyer. I submit a copy of my letter of March 23 as further evidence, also my telegram of April 16, which my supervisors urged me to send and which they signed with me. Later I may want to send you certain affidavits.

May I again refer to the fact that your committee was particularly interested to know whether the district vocational officer had adequate power to cope with his great responsibilities. I am afraid that I must in the interest of the work itself make it clear that the district vocational officer in New York has neither the men, the equipment, nor the power. At best he is only a glorified diplomat, and fails when diplomacy fails for lack of power.

If you are determined on doing justice to the head of the New York office, to the office itself, it will be necessary for you to call quite freely upon the heads of sections here and the staff officers generally. I think, barring three or four men, you will find an office that is more loyal now and with better morale than at any time in its history.

Very truly, yours,

WILLIAM A. CLARK,
Acting District Vocational Officer.

NOTE.—Every religion, however ancient, has its law of sacrifice woven into it.

Something has to be offered up to appease the wrath of the gods. The law still prevails. The mob created by yellow journalism not infrequently calls for a blood sacrifice. While I recognize this universal law, Mr. Chairman, I am not willing to offer as a sacrifice either the New York office or myself.

NEW YORK CITY, N. Y., *April 16, 1920.*

LAMKIN,
Federal Board Vocational Education,
Washington:

We again regardless of investigation strongly request immediate transfer of Meyer, Ives, and Wilcox.

BENWAY, BELL, SMILEY, MOULTON, SAXTON, CLARK.

MARCH 23, 1920.

To: Chief Division of Rehabilitation, Washington, D. C.
From: District No. 2, New York.
Personal attention Mr. Lamkin.

DEAR SIR: I believe it would be very greatly to the benefit of this office if Mr. Harry C. Travelbee were immediately transferred to Washington for reassignment. His work has been in most respects satisfactory, so far as the work itself goes. He is a hard worker. Mr. Smiley concurs in my judgment that it would be a good thing for the discipline of the office if his transfer were effected without delay.

Mr. Eugene H. Meyer was a "thorn in the flesh" to Mr. Farwell on account of his very great tendency to very much concern himself with things which did not concern him. I have had definite statements from Mr. Smiley, from Mr. Collier, Dr. Bell, Mr. Moulton, and Mr. Bensay that he does things which are outside of his assignments, and which have a tendency not only to irritate but to materially retard the work in some cases. For instance, he has in some cases advised men who are in placement training in such a way as to make the work harder for the placement officers who have those cases in charge. Mr. Smiley assures me that this is also true as regards the training department. He will not "stay put." Dr. Bell has told me that he is rather busy, not infrequently, trying to get a man rated from a minor to a major. Mr. Collier tells me the same thing. With me it is an old story.

Mr. Meyer has a great many qualities that are very commendable, but I distinctly think that it will be for the benefit of this office if he is transferred to another office, and I so recommend and hope that it can be done very speedily. Mr. Meyer's time record is particularly bad. He has worked his time card himself "Absent on official business" 38 times during the months of January and February. He comes in when he pleases and goes out when it pleases him. He never has been amenable to discipline in this respect.

In the case of Mr. Ives and Mr. Wilcox, it is a matter of incompetency. We have had them for a long time, and I think it would be a very good thing for this

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office if they could be transferred elsewhere, so long as it does not seem to be desirable to take them off the pay roll.

If these four recommendations can be acted upon promptly, I am quite sure it will have a bracing effect on the whole office. I may add that these recommendations are made, without the slightest personal feeling, for the good of the service.

Very truly, yours,

WILLIAM A. CLARK,
Acting Division Vocational Officer.

STATEMENT CONCERNING ALLEGHENY VOCATIONAL SCHOOL, PITTSBURGH, PA.

Dr. SIMEON D. FESS,
Chairman Committee on Education,
House of Representatives, Washington, D. C.

DEAR SIR: In forwarding to your committee the information for which you have asked and which is intended to show what my profits, if any, have been in conducting the Allegheny Vocational School, I would beg leave to submit also a statement of other pertinent facts without which the figures requested would be without real significance. My report, therefore, will comprise four parts, as follows:

Part 1 contains a description of the buildings occupied by the Allegheny Vocational School, the equipment in use, the courses offered, outlines of typical courses, and schedules of classes.

Part 2 is a statement of facts regarding the establishment of the school and discusses the conditions under which the Federal board made its contract with me, together with certain pertinent features of the contract itself.

Part 3 is a statement of the policies I have followed in developing and conducting the school, and describes the influences which have determined these policies under which the school has grown from a handful of men to its present proportions.

Part 4 contains the specific information for which you have asked. It includes a summarized statement on enrollment from September 1, 1919, to date, together with several lists giving names of pupils enrolled, discontinued, and transferred. A list of the teachers with their monthly salaries, a financial statement showing receipts and disbursements from September 1, 1919, to May 1, 1920, and a statement regarding the claims or liabilities which must be charged off against the balance.

PART I.

A DESCRIPTION OF THE ALLEGHENY VOCATIONAL SCHOOL, BUILDINGS, EQUIPMENT, COURSES OF STUDY OFFERED; OUTLINE OF COURSE IN ENGLISH, MATHEMATICS, HYGIENE, MACHINE SHOP, AND ELECTRICITY.

BUILDINGS.

The Allegheny Vocational School is housed in two substantial buildings of brick construction. One, a building of three stories with basement, is located on Lincoln and Galveston Avenues and was formerly occupied by a school known as the Allegheny Prepaartory School.

The ground floor or basement is occupied by a large machine shop, woodworking shop, toilet facilities, and heating plant. The first floor is occupied by the offices of the school, electric shop, storage-battery room, sheet-metal shop, three class rooms. The second floor accommodates the doctor's office, library, structural layout room, six classrooms and toilet facilities. The third floor accommodates the shoe-repair shop, electrical laboratory, one classroom, and the cafeteria, consisting of kitchen, two dining rooms and serving room.

The second building, on Ridge Avenue, formerly occupied as a library, provides adequate facilities for commercial work on the main floor, the balcony or second floor being used entirely for mechanical drawing.

EQUIPMENT.

Classrooms.—The classrooms of the main building are occupied with customary school furniture—that is, the ordinary school desk is used, the large size being selected to accommodate men. Blackboard space is provided in all the

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classrooms, except possibly one room in the Ridge Avenue building, where adequate provision will be made on receipt of material ordered.

Machine shop.—The machine shop is on the ground floor of the main building and is equipped with the following machine tools, practically all of which are modern design and in first-class condition.

Twenty-seven engine lathes, ranging from 10 inches to 16 inches, two shapers, one plain milling machine, one Universal milling machine, one Norton grinder, one drill press, three grinding stands, one Racine hack saw, along with adequate bench space and the required accompaniment of small tools.

And in addition classes are permitted to use equipment in the Allegheny High School machine shop, which is very modern and complete and affords suitable working conditions for 20 men, which largely duplicates the equipment at the Allegheny Vocational School, with a planer provided as an additional machine tool.

Sheet-metal shop.—The sheet-metal shop on the first floor affords ample and excellent equipment for the number of men pursuing the course. It provides the usual bench space along with the required accompaniment of tools for full and complete instruction in this work.

Storage-battery room.—The storage-battery room is on the first floor and has the usual equipment for repairs, construction, charging and discharging of the equipment along with necessary bench space and oxygen-acetylene welding-burning appaartus.

Electrical shop.—The electrcal shop on the first floor is a large room providing adequate accommodations, both bench and floor, two lathes and one coil-winding machine for practical work in armature winding, motor repairs and construction, in addition to the laboratory which is provided for on the third floor.

Shoe-repair shop.—The shoe-repair shop is on the third floor and is equipped completely with modern shoe machinery, being the type manufactured by the United Shoe Machinery Co., ample bench space being provided.

Woodworking shop.—The woodworking shop, on the ground floor, provides adequate bench space, equipped with quick-acting vises as well as a circular saw, band saw, jointer and tool-grinding stand to accommodate a class of 20 men.

Cafeteria.—The cafeteria on the third floor is equipped with tables and chairs such as provided in such places elsewhere.

Electrical laboratory.—The electrical laboratory on the third floor affords accommodations for a class of 20 men, equipment consisting of a motor generator set developing 110 and 220 volt current. This is further supplemented by the usual laboratory tables, electrical-measuring instruments, voltmeters, meters, etc., along with a variety of apparatus for demonstration purposes and the usual accompaniment of small tools.

Ridge Avenue Building.—The building on Ridge Avenue is equipped with large tables and chairs for bookkeeping and mechanical drawing and is particularly well lighted.

TEACHERS.

There are now 29 teachers employed, all of whom have been very carefully selected, largely because of their educational qualifications and long practical experience in the trades they teach.

COURSES OF STUDY.

The courses of study in the Allegheny Vocational School are as follows:

Electrical construction, machine-shop practice, tool making, storage-battery repairs, carpentry, pattern making, sheet-metal work, mechanical drawing, commercial work (bookkeeping), shoe repairing, structural layout.

MEDICAL SUPERVISION.

The physician's office is on the second floor of the main building, and his entire day is given to the work of the school. He is satisfied to call at any time, ready and willing to go to place of residence of any of the men that may become ill. All proprietors of rooming houses where men reside are informed of the physician's telephone number, so they can readily get in touch with him any hour of the day. When conditions necessitate he is in a position to make the required cooperative arrangements with the United States Public Health Service.

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HOUSING CONDITIONS.

Locality.—The task of suitably housing the students is taken care of by a representative of the school.

The school, being the center of a good residential section having a radius of approximately 1 mile, provides a field in which most of the men who desire to be within walking distance of the school have found it suitable to locate, the minimum distance from the school being 4 minutes' walk up to a maximum of 15 minutes.

This classification will cover fully 90 per cent of the students enrolled, the other 10 per cent living with friends or relatives in the surrounding district and choosing to come in daily.

The men as a whole are very comfortably housed and well treated, proprietors in turn being well pleased with the conduct of the boys and doing all they can to make them feel at home.

Cost of board.—The cost of lodging varies from a minimum of $8 per month to a maximum of $15, it being commonly the practice for two men to occupy a room, under which arrangements it is possible to secure it at a total cost to each of $9 per month.

Breakfast and dinner in nearly all cases are obtained at near-by restaurants, while lunch is served to the boys at cost in the cafeteria in the building, the cost of food per day being $1.50 for three meals.

AMUSEMENTS.

The Red Cross, War Camp Community Service, Young Men's Christian Association, Young Woman's Christian Association, and local fraternities usually furnish dances and parties for the men, along with occasional automobile drives.

CHURCHES.

There are many churches of all denominations in the vicinity which have extended a very cordial invitation to the boys.

Schedule of our hours and subjects in the following courses given at Allegheny Vocational School.

	Hours per day.
Machine shop	3
Mathematics	1
Drawing	1
English	1
Electric shop and storage battery	3
Mathematics	1
Drawing	1
English	1
Carpentry	3
Mathematics	1
Drawing	1
English	1
Sheet metal	3
Mathematics	1
Drawing	1
English	1
Drawing	3
Mathematics	1
Drawing—Continued.	
Shop	1
Machine, electric, wood, sheet metal, 1 unit for each shop or equivalent.	
English	1
Commercial course:	
Mathematics	1
English and spelling	1
Penmanship	1
Bookkeeping	1
Typewriting	1
Commercial geography	1
Shoe repairing:	
Shop	3
English, Arithmetic, Civics, Writing	[1] 3

[1] Subdivided to meet the requirements of the individual.

COURSES IN ENGLISH TAUGHT IN THE ALLEGHENY VOCATIONAL SCHOOL.

UNIT I.

Lessons in conversation and reading, each of which is introduced by dramatization, using as a foundation "The Domestic Series," "The Industrial Series," and "The Commercial Series" of Peter Roberts's system, supplemented by other

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beginning readers such as "Foreigners' Guide to English"—Beshgutarian, through Part I. Names of tools, language, expression, and construction plans of the various shops, are extensively used in all language work.

Pupils are taught to write simple friendship letters—applications for positions—excuses for absences from school, etc.

Students are taught first steps in dealing with a bank, such as depositing money, writing checks, etc., taught with actual commercial equipment—money of all denominations, checkbooks, passbooks, deposit slips, bank, cashier, etc.—how to send post-office money orders; first steps in newpaper reading—headlines noted—name and date—advertisements discussed.

Lessons in locations of important places of the city—streets and avenues—railroads and street car lines—common terms in telephone service.

Phonetics and spelling are stressed daily—words defined—used in conversation—built into sentences—spelled orally and written.

Daily drill in penmanship—using principles which produce plain, legible business handwriting.

Easy lessons in civics and Americanization—"The American Citizen"—"Story of the Flag"—loyalty and true patriotism—common brotherhood, etc.—General division of the nations, State and city Government.

Lessons on health and sanitation.

UNIT II.

Beginning English in Unit II is similar to that of Unit I, using Beginners' Reader No. 1, Beginners' Reader No. 2, and Beginners' Reader No. 3 of the Peter Roberts's system, supplemented with other readers, particularly "Foreigners' Guide to English"—Beshgutarian, Parts II and III.

Pupils are taught to write short business letters—home letters, telling of Thanksgiving and Christmas dinners, the ménus, etc., invitations and acceptance of invitations to social functions—resignations—receipts—paying bills by check—writing and sending telegrams, etc.

Students are taught—how to find—read and analyze the editorials of a newspaper; to write out and find cost of a grocery order, green-goods order and a list of necessary articles from dry goods, men's furnishings—hardware, and other stores.

Daily exercises in phonetics and spelling; how to use the dictionary and require daily use of it.

UNIT III.

The guide to English in Unit III is the advanced course—First Reader of the Peter Roberts's system, supplemented with O'Brien's "English for Foreigners" and "How to Learn English," by Pryor and Ryan.

Create a desire for reading—fix the habit of reading books and magazines in and out of the library. Train students how to find articles in magazines—how to find books in the library.

Handle and discuss first and second naturalization papers and read about foreigners who have become noted American citizens.

Reading in Government; United States—State—county—city—village and city charters; the President—his Cabinet—their duties—courts, and the law—self-government.

Government and taxation—schools and colleges.

Political divisions and parties—who can and who can not vote—text—"Americanization and Citizenship," by Hanson, Hart, and Webster.

Daily drill in spelling, regular use of the dictionary and work in penmanship.

Lessons in physiology and hygiene—health and sanitation.

UNIT IV.

Peter Roberts's Second Reader—"English for Coming Americans"—supplemented with such books as "The Spirit of Democracy," by L. P. and G. W. Powell; "Bugle Call of Liberty," G. V. Southworth and P. M. Paine, etc.

Civics: United States history and Constitution studied in relation to our new democracy, Americanization, citizenship, rghts of man, brotherhood of man, etc.

Consult magazines and books in the library—write a simple review of an article or portion of a book read—reproduce in fair English a related story

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or write a description of a well-known object—relate a business transaction or conversation in a shop or market.

Reading on the general sources of the United States—on the various industries—specializing in the industry with which the individual student will be connected when he is located in his life work.

OUTLINE OF COURSE IN MATHEMATICS FOR INDUSTRIAL WORK GIVEN IN THE ALLEGHENY VOCATIONAL SCHOOL.

This course of mathematics is given with a definite purpose in view, all unnecessary frills have been eliminated and the work is presented with the idea of giving each man the type of mathematics that he will use in his daily life.

A textbook is used in each unit of work as a reference book only, the principles are first taught, then the direct application of these principles to typical shop problems. The shop problems are carefully selected from the actual work done in the shops.

The explanation of the work is presented in various ways; by means of blackboard sketching, mimeograph sheets, textbooks, and apparatus illustrating the various principles involved. The student is taught to use handbooks for finding formulæ, and the tables in solving the various problems that come up in the various units.

UNIT I.

This unit covers the teaching of the fundamental principle of addition, subtraction, multiplication and division of whole numbers. Where possible the work of the problems should be arranged in such order as to use the cancellation method and to show the economy of time in using this method. Tables of weight, measures and time are taught and their application to practical problems.

UNIT II.

This unit covers the basic principles of addition, subtraction, multiplication, and division of fractions and decimals and their application to shop problems. Stress is placed on the conversion of fractions into decimals and decimals into fractions. The chart of decimal equivalent is used in solving the problem after the principles of changing fractions into decimals and decimals into fractions has been learned.

Sufficient knowledge of interest, percentage, and discount is given the student to enable him to handle the various problems that come up in his daily work and life.

UNIT III.

In this unit is taught the principle of ratio and proportion, involution and evolution, and formulæ to be used in mensuration and elementary mechanics. The principles of ration and proportion are applied to problems such as figuring the speed rations of pulleys, gears and gear train, levers, proportional weights, volumes, areas, etc.

The principles of involution and evolution are used solving triangles, areas, squares, circles, etc., and in the solution of formulæ.

The tables for areas, squares, roots, etc., found in hand books should be used in making these calculations after the principles are taught.

Elementary mechanics.—Under this heading the laws of the lever, the screw, pulley, belting, shafting, and gearing, etc. are taught, and their principles applied. In this unit stress is placed on the type of mathematics that is to be used by each group of mechanics, after completing the preceding works; as an example—

Electric group: A course in commercial electricity is given, such as Ohm's law, series and parallel circuits, resistance, size of wire, are taught.

Carpentry group: A course in building constructon, such as lumbering, plastering, roofing, framing, concrete work, etc., are taught.

Machine group: The application of mathematics to the lathe with its gears, lead screws, cutting speeds, milling machine, planes, sharpers, etc., is taught in this group.

Sheet-metal group: Geometrical construction, calculating areas, lengths, figuring layouts, estimating costs, etc.

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The draftsman: The draftsman is required to have a working knowledge of all these various types of mathematics.

UNIT IV.

The elements of algebra and trigonometry and as much geometry as is necessary to understand the working of the practical problems are taught in this unit. No attempt is made at giving a thorough understanding of these higher mathematics, but a working knowledge of each is given to enable the student to work out almost any of the everyday problems that he will be called upon to solve in his every day work.

A more advanced type of mechanics is given in this unit covering—moments, stresses, strain, friction, resolution of forces, etc.

SHOP PRACTICE OF ELECTRICAL DEPARTMENT.

The shop practice is carried on in the order of a general repair shop where all types and sizes of motors and generators are repaired and rebuilt for the trade.

This gives the student the opportunity of inspecting the faulty machine, to locate that trouble, and determine the extent of same.

General suggestions are asked regarding the proper proceedure of repairs, and many questions arise that would not be encountered in the ordinary laboratory.

The faulty operation may be demonstrated (at no expense) to the class and the action recorded when such trouble exists.

The students take full charge under the supervision of an instructor and strip the machine ready for rebuilding, carefully making note (in note book furnished for this purpose) of winding data which determines the character of the new coils and their distribution.

The next step then is the making of a suitable form to wind the coils upon. This is usually made of hard wood, always by the student who has the rewinding to do.

After the desired number of coils are made the insulation is prepared, and finally the stage of rebuilding is started.

During this period the student has been required to make a detailed drawing (in his mechanical drawing period) of the commutator construction armature and slots complete adding the winding data to this drawing.

SYNOPSIS OF ELECTRICAL COURSES.

(1) Study of alternating current; generating alternating current; development of the sine wave; maximum and effective voltages; study of the following units; resistance, impedance, reactance, capacatance.

(2) Frequency; relation of frequency to speed and number of poles.

(3) Study of the single-phase circuit; estimate of power on single-phase circuits.

(4) Salient pole alternators; inductor type alternators.

(5) Function of single-phase alternator; volts output plotted against excitation; demagnetizing effect of revolving field.

(6) General design of salient pole alternators; construction of stator.

(7) Development of two phase; phase relation and effect on stator winding; coil displacement and connections; chording factors for two-phase windings; effects of under and over chording (calculated from vector diagrams); determining the coil throw and style of connecting for various voltages for two-phase alternators.

(8) Development of three phase; phase relation and effect on stator winding; vector diagram of star and delta connecting; calculate voltage and current on the two styles of connecting; coil displacement and methods of connecting for standard speeds; chording factor on three phase; effects of over and under chording (to be determined by vector diagram).

(9) Calculate the size of wire and the number of turns for change in speed from 900 to 1,200 on a three-phase 60-cycle motor. (After the calculations are completed and checked by the instructor in charge this work can be performed in the shop.)

NOTE.—All calculations involving the use of trigonometry are explained by simple vector diagram, and the solution can in most cases be arrived at by the student with little aid.

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(10) Make complete diagram of four-pole single-phase motor; also six pole and eight. Use 36-slot diagram and show the distribution of coils for four pole, showing the starting and the running coils. Use the same diagram as above and show the distribution for six-pole starting and running winding.

(11) Make diagram of a two-pole two-phase motor having 48 slots and using 48 coils. Calculate the speed and show how the solution is derived (*a*) with 60-cycles frequency, (*b*) with 25 cycles, (*c*) with 120. Make a complete diagram, using the 48 chart, showing the distribution of winding for 60 cycles 600 speed connected for the highest voltage possible to use on the motor. Show the proper way to parallel for half the rated voltage when the coils are all connected in series.

(12) Reconnecting: Determine the horsepower output of a 10-horsepower motor when the stator is full chord in slot 1 and 13 for 1,200 and the speed has been reduced to 900 by reconnecting only.

(13) Make diagrams of the following: Two-pole three-phase 24 slots series connected star; two-pole three-phase 24 slots series connected delta; same as above, connected parallel star; same as above, parallel delta; four-pole 48 slots and 48 coils connected series star; six-pole 48 slots and coils connected series delta.

(14) Rewinding: Calculate the size and number of turns of wire for the following problems: Eight turns No. 14 connected series star, 220, desired 440; 10 turns No. 13 connected series delta, 220, desired 550 (many such problems come up in daily practice and are handled in the engineering mathematics); power calculations on single, two, and three phase circuits.

(15) Effects of frequency on core losses; effects of frequency on changes in rewinding or redesigning motors of one frequency for operation on a different frequency; methods of reconnecting for frequency changes.

(16) Effects of phase difference of two and three phase.

(17) Reconnecting for three-phase on a two-phase winding; reconnecting for two-phase on a three-phase winding; redesigning for three phase from two-phase data; redesigning for two phase from three-phase data.

(18) Vector diagram of voltage relation between single and three phase alternator.

(19) Study of the possibilities of change-overs that can be accomplished by reconnecting; general redesigning of three-phase motors and alternators.

(20) Transformers and autotransformers: Design and construction of the single-phase transformer; vector diagram of the operation of a single-phase transformer with load (inductive and noninductive); construction of the shell and the core type; advantages of the oil-cooled.

(21) Function and design of the autotransformer; application to starting of polyphase motors; calculations of winding for different voltage, etc.; commercial types of autostarters; function of the no-voltage and overload releases; general trouble shooting on the autotransformer; redesigning for different voltages or frequency. (Here all commercial types of autostarters are shown in blue-print form, and reconnecting for two and three phase sketches accompany each print.)

SYNOPSIS OF ELECTRICAL COURSES.

(1) Study of the units of electricity; derivation of the unit of power; derivation of the unit of work.

(2) Ohm's law and its three equations; problems in simple circuits.

(3) Dry cells; general construction, methods of connecting.

(4) Magnetism: General formation of magnetic fields; relation of plarity; principles of attraction and repulsion; study of magnetic and nonmagnetic substances.

(5) Types of magnets used on magnetos; quality of metal used; mechanical development of magneto magnets, magnetizing and remagnetizing same; method of assembling on magneto.

(6) Electromagnetism: Magnetizing iron and steel by electricity; relation of magnetic strength to the number of turns of wire and the amount of current flowing.

(7) Rewinding electromagnets for different voltages, to operate the same apparatus.

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(8) Low-tension magnetos: Study of the parts of a low-tension magneto; function of the armature; dismantling and assembling; relation of speed to volts generated; relation of number of turns and speed to volts generated; remagnetizing of weakened magnets.

(9) Magnetic saturation tests made on different qualities of iron and steel; application of saturated cores to commercial apparatus; voltage regulation by us of saturated cores; plotting the hysteresis curve.

(10) Study of the dynamo: Principle of the dynamo (alternating current); function of the field coils—armature—brushes; dismantling and assembling; testing the polarity of field coils.

(11) Commutator: Construction of the commutator; rebuilding of the small commutators; function of the commutator; preparation of mica body for commutator; segment insulation and methods of setting; study of the different designs of support.

(12) Armatures: Two types of armatures—Graham ring and Siemens drum; function of the armature coils; study of coil "throw" and lead "pitch"; mathematical values of wave and lap winding.

(13) Coil making: Construction of the hairpin coil; development for throw and dip; development of the diamond coil; taping and dipping preparatory to winding.

(14) Shunt-wound motors: Diagram of the shunt-wound motor; speed characteristic (*a*) with increasing load, (*b*) with decreasing field strength, (*c*) with decreasing armature voltage.

(15) Shunt-wound generator: Using the above motor for this experiment: (*a*) plot volts against speed (self-excitation), (*b*) plot volts in armature against volt in field, (*c*) plot volts output with constant speed and varying field strength. Load testing: Volts drop with increasing load (using lamp bank); regulation of shunt dynamo with lamp bank load; regulation of shunt dynamo with motor load (inductive); explanation of inductive reactance.

(16) Series-wound motors and dynamos: Speed characteristic of series motor; voltage characteristic of series dynamo with increasing load; plotting of voltage and load curve.

(17) Comparison and combining: Development of the compound machine; relation of the series and shunt coils; differential and accumulative compounding; plot volts for flat compound; overcompounding and its remedy; calculating size and material of the compounding shunt.

(18) Field calculations: Calculate the number of turns and size of wire to make compound machine of shunt; calculate the above for changing of series to shunt having the same speed and horsepower output.

(19) Commutation: Advance study of commutation; function of the carbon brush; carrying capacity of brush carbon; carrying capacity of composition brushes, such as the Morgan and Metite; effects of armature reaction on commutation; function of the inner pole; polarity of inner pole and adjacent main pole in regard to direction of rotation (*a*) in a motor, (*b*) in a dynamo; study of absolute and apparent neutral; field distortion and its causes.

(20) Efficiency tests: Electrical and mechanical losses in the motor; testing with part and full load and 25 per cent overload; effects of ventilation; methods of lubricating; determining the speed at which a motor should be driven to use it efficiently as a generator; function of the field rheostat.

(21) Speed control of motors: Explanation of counterelectromotive force; effect of field strength upon speed; effect of applied volts in armature to speed (with constant field strength); limitation of field weakening; determining the counterelectromotive force; relation of the counterelectromotive force to speed.

(22) Controller design: Calculate the size of wire (18 per cent German silver) and amount in feet necessary to operate a given motor at one-fourth, one-half, and three-fourths full rated speed.

(23) Grid losses: Calculate the loss (in watts) in controller grid, as used in the above experiment.

(24) Commercial types of controllers: Westinghouse reversible and the nonreversible type of drum controller; reversible drum with field resistance for accellerated speed.

(25) Power output: Effect of torque and speed on power output; development of the prony brake; horsepower tests with prony brakes.

(26) General trouble shooting on "opens," "grounds," and shorts in fields and armatures and general repairing of starting rheostats and resistances.

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PART II.

A STATEMENT OF FACTS REGARDING THE ESTABLISHMENT OF THE ALLEGHENY VOCATIONAL SCHOOL.

The project of organizing the Allegheny Vocational School for the rehabilitation of disabled ex-service men was not of my own designing, but arose out of the necessities of the Federal Board for Vocational Education. Because of my experience in training enlisted men for industrial service in the Army I was called into consultation. I believe I am justified in making the following statements with regard to the needs which confronted the Federal board the difficulty of meeting these needs in the region of western Pennsylvania, of which Pittsburgh is the center.

The Federal board needed facilities for training a considerable number of men from this region who had very limited education and whose work, prior to the war, had been in the mines and the steel industries. While some were skilled, many were helpers or laborers with extremely limited education. Several of our men had never been to school either in America or in the land of their birth.

It should be apparent that none of the regular educational institutions could receive these men and give them what they needed, namely, both a general elementary education and a trade or vocational training of some kind. For example, consider the case of a man 34 years of age, a native of Poland, who had never been to school a day in his life, who had been a laborer in the coal mines of Pennsylvania for 14 years and who had lost the use of his right arm through the effects of high explosives in France. Where in the country is there to be found a "regular" school where the needs of this man could be met? So far as I can learn there was no such school in the State at the time the proposition was made to me to develop the Allegheny Vocational School for a specific type of rehabilitation work.

It should be understod that not all the men assigned to us are wholly deficient in elementary education. An occasional man has had a year or two in high school, and many are found with from four to eight years of education. This fact, however, makes the problems of the school all the more difficult as the peculiar needs of each individual must be met as adequately as possible. The matter is still further complicated by the fact that practically none of the men come to the school with any definite preferences in mind. The try-out work is needed for most of the men.

While the Federal board was fully aware of the many difficulties, it was face to face with certain limitations of its own authority or powers. Some of these are as follows:

It could not enter into any contract that extended beyond July 1, 1920.

It could not possibly foretell just how many men would elect to receive the benefits offered by the Government for retraining, or how long men electing such training would continue in it.

It could not engage and pay teachers to be on duty in advance of the organization of a class.

It could not tell in advance how many or what type of teachers must be needed even though it recognized that all the teachers must be specialists and must be of high efficiency. To secure such teachers relatively high salaries would have to be paid, especially in view of the uncertainty as to the length of service.

The nature of the contract submitted to me, therefore, made it clear that, while the Government needed the accommodations, it could not guarantee continued support, could take no risks, and could advance no money. I must assume all the risks, and pay all the initial expenses of starting a fully equipped and fully manned school. I had to face the possibility that the contract would be discontinued on July 1, 1920, or earlier in case the school proved to be unsatisfactory to the Federal board and that, in that event, I should have to go to the expense of dismantling the school and of getting out of the position as best I could.

Under these conditions I signed the contract because I felt sure that I could develop a superior school. I realized that the amount offered to me by the Government could not be excessive since it was essentially the same as that given for rehabilitation work to other educational institutions. It has come

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to my attention that one of the oldest and most noted educational institutions in the State, one which enjoys the benefits of liberal endowments and State and Federal aid, and one which could not be greatly crippled even if it failed completely to meet the needs of the Federal board, will make a charge to the board and regular students of $300 per college year of about eight months, netting the institution about $37.50 per month against my $35 or $30. I feel confident that my classes are smaller than are the classes in this college, that my teachers receive on an average as high a salary as that received by the instructors of its faculty, and that they are, for their special work, as well prepared.

It is beyond the possibility of a doubt that the contract made with me was a good proposition for the Government and that it ought to be an equitable one for me also if I succeed in doing a superior piece of work for two or more years. It is, therefore, a perfectly fair proposition. So far as I can learn there is no testimony regarding the manner in which the school is meeting its responsibilities that is not greatly to the credit of the school. I wish the committee might take the trouble to investigate this fundamentally important question, "Is the Allegheny Vocational School meeting all of its obligations, to the Government and to the men, in a thoroughly satisfactory manner."

PART III.

STATEMENT OF POLICIES FOLLOWED IN CONDUCTING AND DEVELOPING THE ALLEGHENY VOCATIONAL SCHOOL.

Starting with no financial backing beyond my own personal property, it has been my policy from the beginning to put back into the school all the profits as rapidly as is consistent with the maintenance of a suitable reserve fund to meet emergencies and to protect the pupils as well as the proprietor against any threatened interruption of the work of the school. These profits have been expended largely in increasing the equipment and in enlarging and improving the teaching and administrative force.

In this way, one department after another has been added and always in advance of the needs of the men assigned to the school. Six new courses have been added to those offered at the opening of the school in September.

Within two or three months the status of the school had changed from a primarily "try-out" institution to a genuine "vocational" school. This became necessary because there was no school to which the majority of the men could be assigned and in which their peculiar needs could be met adequately. The Federal board, therefore,, requested me to provide for the full training of these men, which I proceeded to do as rapidly as funds became available. In fact, I anticipated the receipt of such funds by contracting for some equipment and by borrowing some. The Pittsburgh Board of Education has shown its spirit of cooperation, both with me and with the Federal board, by loaning a machine shop equipment, located in the Allegheny High School, that is valued at from $15,000 to $20,000.

With the change in the status of the school, a change in the form of recommendations was necessary since it became evident that the majority of the men sent to the school for try-out courses were expected by the Federal board to remain for their full training period. This matter was taken up with the Federal board in a letter dated February 13, 1920. This letter is appended as Exhibit A.

The question was raised at the hearing as to why such a large proportion of the men assigned for try-out work were advised to stay at the Allegheny Vocational School. While this question has been met in the above statement, a word about our recommendations in general is pertinent thereto.

Our recommendations are in no sense "official," but are regarded as information submitted to the Federal board intended to enable them to assign the men as intelligently as possible. Our recommendation, for example, that a man be assigned to a two-year course at the Allegheny Vocational School is merely a statement that we believe that two years will be required to place him in a position where he can enter upon the line of work he has selected with a reasonable hope of making good.

Most of the men sent to the school for try-out lived in this part of the country previous to going into the service. In fact, many of the men lived in

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Pittsburgh and its immediate vicinity. No man is recommended for anything but try-out work unless he has expressed a preference for Pittsburgh as a place for training, and unless he is entirely satisfied with the treatment he receives at the school and the opportunities offered here for his advancement. Such recommendations are made only after giving the man a long personal interview in which we try to get at his own plans and ambitions.

The Federal board does not always follow our recommendations, as will be seen by reference to appended copies of recommendations submitted herewith as Exhibit B. It will appear, therefore, that careful attention to every possible detail has been given to this important matter both by the Federal board and by the Allegheny Vocational School.

PART IV.

The figures given herewith, in Exhibit C, are submitted in support of my sworn statement that I have realized practically no profits thus far from my contract with the Federal board:

It appears that the total amount paid to me or due me from the Federal board for the period from September 1, 1919, to May 1, 1920, is	$87,215.75
It appears that I have expended for salaries,[1] equipment, and supplies, building repairs and upkeep, operating expenses and expenses of travel incident to the running of the school	57,588.49
Total	29,627.26

At first sight this balance might be considered as a profit but against it there are claims of liabilities that under the present conditions must be charged off against it.

According to the old proverb, a man should not count his chickens before they are hatched. It should be realized that, at the present time, my contract has not been completed. Against the balance above mentioned there must be held a reserve fund to cover possible contingencies; for example, such a one as may arise if the teachers demand an increase in salaries such as has been granted within a month by the Pittsburgh Board of Education, an increase which is retroactive to January 5.

Also it would be fair to ask what would happen to the apparent balance if the Federal board were to cancel its contract on short notice, a procedure not without parallel in governmental business during the past year. In that event the following estimated amounts would have to be paid out of that balance:

Salaries of teachers and other employees as per contract	$9,500
Rent of two buildings for remainder of lease	6,800
Expense of putting buildings into same condition as when leased	5,000
Depreciation in the value of borrowed furniture and equipment	1,000
Guarantee on lunch-room equipment	2,300
Accrued income tax on equipment expenditures to date	1,500
Loss of my time in reestablishing myself in professional position	2,000
Total	28,100

Of course, this contingency may not arise, but it is necessary to be protected against it and other emergencies.

If my contract is continued some of this balance will go at once into equipment and some of it may become profit; but, at the present time, I maintain that I have realized practically no profits from my contract with the Federal board.

[1] It should be noted that the amount expended for salaries of employees does not include a salary for the director. In other words, no deductions have been made for this item.

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All of which, together with appended exhibits, is respectfully submitted:

Summarized statement on enrollment, Allegheny Vocational School, from Sept. 1, 1919, to May 15, 1920.

	Total number—			Total number—	
	Enrolled.	Transferred or discontinued.		Enrolled.	Transferred or discontinued.
September	153	2	March	101	19
October	74	16	April	35	33
November	72	7	May 15	14	30
December	55	8			
January	107	29	Total	687	138
February	76	24			

Total enrolled	687
Total transferred or discontinued	138
Total present enrolled	549
Total number recommended for final training at Allegheny Vocational School Sept. 1, 1919, to May 15, 1920	232

STUDENTS AND DATES OF THEIR REGISTRATION AT THE ALLEGHENY VOCATIONAL SCHOOL AT THE PRESENT TIME.

Abramovic, Stanley, February 16, 1920.
Abrmaowitz, Max, January 19, 1920.
Adams, Hugh B., January 12, 1920.
Addis, Ray E., December 20, 1919.
Allison, George D., October 14, 1919.
Aloi, Carmelo, February 23, 1920.
Altomari, Raffele, November 24, 1919.
Ambrose, Ponfilio P., April 6, 1920.
Amolini, Battista, April 6, 1920.
Andriesiski, Joseph, May 7, 1920.
Angelino, Joe, September 1, 1919.
Anop, Michael, February 18, 1920.
Armstrong, James F., October 23, 1919.
Arnone, Jaspare, January 26, 1920.
Arrigo, Joseph, February 20, 1920.
Aschane, James, September 1, 1919.
Austin, Thomas J., January 8, 1920.

Badger, Joseph W., October 20, 1919.
Baker, Thomas B., April 9, 1920.
Baker, William R., May 3, 1920.
Banks, Gavin G., November 18, 1919.
Barbarika, Harry, December 27, 1919.
Barbery, Louis, December 9, 1919.
Barone, Charles P., October 4, 1919.
Barone, Raffele, September 1, 1919.
Barrett, Guy,[1] December 8, 1919.
Barskts, Charles, March 1, 1920.
Bartolette, Joseph,[1] September 1, 1919.
Baszinchas, Paul, September 1, 1919.
Bauer, Albert J., February 23, 1920.
Bausis, Pavilius, April 13, 1920.
Bechtold, Evan S., January 13, 1920.
Bellamy, George W., January 5, 1920.
Belmont, Theodore W., May 4, 1920.
Benerettio, John, January 22, 1920.
Benkis, Tony, October 14, 1919.
Bennett, C. A., October 13, 1919.
Bergman, Edward, September 1, 1919.
Berra, Antonio, January 24, 1920.
Best, Robert, September 1, 1919.
Beuth, Simon, December 27, 1919.
Bickerstaff, Wm. H., November 3, 1919.
Bilger, Wm. R., January 14, 1920.
Bilowsky, John B., December 1, 1919.
Black, Alexander, October 10, 1919.
Blakely, Jesse A., February 27, 1920.
Blanch, Sidney, January 5, 1920.
Block, Joseph B., March 5, 1920.
Bloomer, Wm. M., February 28, 1920.
Bogdansky, Charles, September 1, 1919.
Bolans, John,[1] September 1, 1919.
Bond, George W., January 9, 1920.
Boyle, Henry C.,[1] November 7, 1919.
Bozek, Frank, January 15, 1920.
Brinzo, Frank, December 26, 1919.
Brodzinski, Vincent, January 22, 1920.
Brookley, Conrad, September 1, 1919.
Breenan, William, April 21, 1920.
Brossman, James M., March 2, 1920.
Brown, Hubert A., September 1, 1919.
Brown, Nelson J., April 30, 1920.
Brown, John W., January 5, 1920.
Bruce, Chauncey, December 17, 1919.
Bruehl, Charles, January 5, 1920.
Brunner, Ralph A., September 1, 1919.
Bryson, Miller R., September 22, 1919.
Bullotta, James A., March 1, 1920.
Burke, Walter A., April 6, 1920.
Burkievicz, William, October 4, 1919.
Burko, George, September 1, 1919.
Burns, Charles L., February 26, 1920.
Busila, John, September 1, 1919.
Busko, John, January 6, 1920.

Callahan, Patrick J., March 9, 1920.
Calogers, Antonio, January 13, 1920.
Cameron, Edward R., March 11, 1920.
Camesi, Alexander, October 21, 1919.
Campenni, Thomas, September 4, 1919.

[1] See footnote on p. 2076.

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Caparelli, Gaetano, October 20, 1919.
Capatosto, Caesare, November 10, 1919.
Carpentier, Paul, November 4, 1919.
Carrara, Jesse, January 5, 1920.
Caslin, Joseph S., October 23, 1919.
Cassamani, Florantine, February 26, 1920.
Cataldi, Christmas, November 18, 1919.
Cheslick, Stephen, September 1, 1919.
Cicconi, John, September 1, 1919.
Cicello, Andy, February 13, 1920.
Cignatti, Joseph, September 1, 1919.
Clark, Stewart, January 9, 1920.
Clepper, Harry C., March 11, 1920.
Cole, Robert M., October 6, 1919.
Coleman, Keating, March 2, 1920.
Collins, James E., September 1, 1919.
Comis, Candido, March 3, 1920.
Coscia, Amello, February 6, 1920.
Cowley, Edward, May 11, 1920.
Coyle, Raffele, October 6, 1919.
Crishe, John, October 2, 1919.
Critchfield, Vinton R., January 5, 1920.
Crotty, John F., September 1, 1919.
Cubeeli, Gennaro, March 20, 1920.
Cygel, William, March 1, 1920.
Czapelinski, Waclaw, February 24, 1920.
Czaplicki, Frank, September 29, 1919.
Czerniawka, Joseph, November 3, 1919.

Daleha, Vito, March 1, 1920.
Dallaterza, Salvatore, September 27, 1919.
Danelski, Joseph, September 1, 1919.
Davies, George W., April 5, 1920.
Davis, Sullivan H., April 10, 1920.
Dean, Thomas, November 6, 1919.
Decker, Henry, March 1, 1920.
DeFabba, William, February 23, 1920.
Delia, Vincent, January 31, 1920.
Delaquilla, Michael, March 18, 1920.
Delulis, Dominico, March 1, 1920.
DePhillips, Tony, November 28, 1919.
DeRiggi, Michael, March 3, 1920.
DeSteve, Albert, March 20, 1920.
DeBiccarri, Leo, January 19, 1920.
Dickson, Harold L., November 12, 1919.
Dinardo, Fred, September 23, 1919.
Dinerd, Frank, February 27, 1920.
Dixon, Frank P., October 13, 1919.
Dixon, Thomas, January 12, 1920.
Dodgson, Henry J., March 10, 1920.
Donowich, Frank, October 28, 1919.
Doris, Constantine, September 1, 1919.
Dornack, John, February 24, 1920.
Doziki, Alexander, February 18, 1920.
Dunoski, Bronislaw, April 7, 1920.

Eckert, Clifford T., March 19, 1920.
Eckert, William C., March 25, 1920.
Elliott, Eugene, February 2, 1920.
Ellrod, Earl, October 20, 1919.
Emigh, James W., October 13, 1919.
Ewanik, Jacob, November 1, 1919.

Faulkner, Jesse I., November 5, 1919.
Fedotov, Samuel J., September 1, 1919.
Ferguson, James F., March 8, 1920.
Ferguson, Charles W., January 20, 1920.
Ferrara, Mike, September 1, 1919.
Fetchiet, John, September 1, 1919.
Finn, Michael R., March 22, 1920.
Fisher, George A., March 11, 1920.
Fitzgerald, Augustine,[1] January 19, 1920.
Fitzgerald, Regis, February 13, 1920.
Flaherty, John, September 1, 1919.
Ford, John T., April 16, 1920.
Forgas, Leo J., December 2, 1919.
Forgie, Louis A., September 1, 1919.
Fortney, Wm. J., November 24, 1919.
Fowler, William, October 13, 1919.
Fraed, Farris,[1] March 8, 1920.
Frangineas, John G., March 16, 1920.
Fraser, Frank C., January 9, 1920.

Gallagher, Niel F., January 19, 1920.
Gallo, Guiseppe, February 25, 1920.
Gallo, Peitro, March 1, 1920.
Gelin, Oscar, May 3, 1920.
Genetin, Joseph L., March 22, 1920.
Gestiehr, Henry L., October 11, 1919.
Getinello, John, February 26, 1920.
Gettinger, Edward, March 20, 1920.
Giarratano Salvatore, September 1, 1919.
Gibson, Ronald E., February 24, 1920.
Giffel, John H., January 5, 1920.
Gillo, Sam, February 12, 1920.
Giarardi, Vincent, September 1, 1919.
Gorski, Stanley, September 1, 1919.
Goyer, Elmer, December 22, 1919.
Grabowiecki, Bronislaw, September 1, 1919.
Gracefo, Alfonso, November 6, 1919.
Graczyk, William F., February 23, 1920.
Graham, Ambrose, March 4, 1920.
Graham, Halsey, November 11, 1919.
Gray, David E., February 23, 1920.
Grazin, Frank, December 15, 1919.
Green, Harry, January 8, 1920.
Gregitis, Joseph, November 19, 1919.
Grelaske, Costie, November 13, 1919.
Grey, Robert N., November 22, 1919.
Grock, Richard, April 12, 1920.
Grom, John, January 8, 1920.
Groziano, Frank, September 1, 1919.
Guazza, Guiseppe, December 16, 1919.
Guster, Joseph, October 13, 1919.
Hall, Harry K., November 13, 1919.
Hamilla, John H., December 30, 1919.
Hannon, Herbert, February 25, 1920.
Harmison, George, September 1, 1919.
Harrington, Thomas, March 23, 1920.
Hart, Harry F., October 7, 1919.
Hartwick, Thomas, September 3, 1919.
Hazlet, George A., December 2, 1919.
Herbert, Albert J., March 5, 1920.
Herman, Max B., January 6, 1920.
Hibbard, John R., April 5, 1920.

[1] See footnote on p. 2078.

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Higgins, Thomas, September 15, 1919.
Hilinski, John S., January 12, 1920.
Holostra, Wladislam, October 22, 1919.
Horan, James, September 3, 1919.
Horner, Russel B., February 24, 1920.
Hostetler, Carl M., November 24, 1919.
Hughes, Calvin E., January 20, 1920.
Hummel, Lloyd, December 16, 1919.
Husenits, John, September 1, 1919.
Hutchison, Arthur A., October 30, 1919.
Iannuzzi, Francisco, October 29, 1919.
Iezzi, Guiseppe, March 2, 1920.
Imperi, Louis, March 18, 1920.
Infantino, Charles, September 1, 1919.
Izabrand, Bruno, March 2, 1920.
Jacobbauski, Michael C., March 10, 1920.
Jahn, Walter E., November 13, 1919.
Jaibur, Louis M., September 1, 1919.
Jennings, Thomas B., February 19, 1920.
Jober, John, March 11, 1920.
Jenulewycus, Amtrasis, February 2, 1920.
Jepko, Metro, April 5, 1920.
Johasky, August, January 12, 1920.
Johnson, William I., January 5, 1920.
Kallfels, Michael D., February 17, 1920.
Kaluzny, Alexander, February 19, 1920.
Kaspyk, Walter R., January 30, 1920.
Kautzman, Conrad J., September 1, 1919.
Kearns, George H., March 19, 1920.
Keener, Williams F., October 27, 1919.
Keller, William H., December 10, 1919.
Kelly, George W., March 25, 1920.
Kelly, Thomas M., March 4, 1920.
Kelly, William P., April 19, 1920.
Kendra, Francis, January 19, 1920.
Kestler, Joseph, September 3, 1919.
Kiehl, Raymond, May 3, 1920.
Killian, H. C., September 1, 1919.
Kindelberger, Emil, November 10, 1919.
King, Peter, September 1, 1919.
Knobben, Harry, January 9, 1920.
Kohler, Harry S., November 24, 1919.
Koldosh, Julian, January 9, 1920.
Korey, John S., March 22, 1920.
Korkowski, Anthony, March 9, 1920.
Kosianski, Charles, November 17, 1919.
Kozer, Michael P., January 8, 1920.
Kozkodin, Frank, December 2, 1919.
Krausa, Theodore, March 2, 1920.
Kulakowski, Henry, September 2, 1919.
Kulpnsky William, September 26, 1919.
Kundrat, Samuel, October 16, 1919.
Kunkle, John E., February 24, 1920.
Kusmis, Alex, October, 27, 1919.
Kuzma, Peter, February 24, 1920.
Lachtanski, Stanislaw, October 7, 1919.
Laikosky, Mike, September 1, 1919.
Laing, John, November 24, 1919.
La Morte, James F., January 15, 1920.
Langlewicz, Alexander, May 7, 1920.
Lasczuck, Frank, September 1, 1919.
Laskavich, Joseph, December 10, 1919.
Lawson, Wm. N., November 19, 1919.
Leboida, Joseph, November 3, 1919.
Lecyoink, Ivan, April 30, 1920.
Le Duc, Edmund, January 5, 1920.
Le Duc, Fred, March 5, 1920.
Leek, Chester D., September 24, 1919.
Lenger, John C., December 8, 1919.
Lenhart, John, October 1, 1919.
Leibfried, Nicholson, January 21, 1920.
Leonard, Henry, March 4, 1920.
Leyrer, Frank, March 13, 1920.
Limphithikes, Emanuel, December 22, 1919.
Lisbey, Richard P., January 5, 1920.
Listello, Stephen, September 9, 1919.
Labordo, Frank, November 17, 1919.
Lowers, Claude E., March 3, 1920.
Lubnowsky, Daniel, December 19, 1919.
Lucia, Michael, March 1, 1920.
Lunger, Irwin G., March 25, 1920.
Lynn, James C., January 26, 1920.
Mackell, Charles, April 21, 1920.
Maior, John, September 30, 1919.
Malinowski, Alex., May 4, 1920.
Manias, Theodore K., March 3, 1920.
Maratos, Charles, October 29, 1919.
Marchlewski, Alexander, March 8, 1920.
Mario, Emmett, April 22, 1920.
Markowich, Daniel, January 9, 1920.
Marshall, William T., October 7, 1919.
Marsico, Albert, February 23, 1920.
Martin, William P., March 17, 1920.
Marx, Edward J., November 24, 1919.
Matseosky, John P., September 1, 1919.
Matunis, Joseph, January 6, 1920.
McAllister, James L., December 30, 1919.
McChuini, Ralph, September 8, 1919.
McDermott, John, September 1, 1919.
McDonald, Alfred, April 22, 1920.
McGee, Lawrence, October 16, 1919.
McGivern, Bernard, April 5, 1920.
McHale, James D., February 17, 1920.
McIntosh, Charles E., January 5, 1920.
McKenna, Charles, September 1, 1919.
McKiernon, Robert E., December 16, 1919.
McKim, James H., December 29, 1919.
McTiernon, Patrick J., February 23, 1920.
Metros, Omer, March 9, 1920.
Means, George C., November 14, 1919.
Meckilmes, Peter, November 22, 1919.
Melissa, Paul, December 15, 1919.
Mellott, Orville, February 24, 1920.
Menoske, Joe, November 17, 1919.
Mercavitch, Wm. T., October 24, 1919.
Micheli, Antonio, February 3, 1920.
Midock, Peter, January 13, 1920.
Mignogna, Joseph, January 19, 1920.
Miller, Robert S., April 5, 1920.
Mitchell, Ellsworth, April 28, 1920.
Mobley, John Edgar, March 9, 1920.

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Modzelewski, Joseph, September 1,1919.
Molowski, Browny L., February 16, 1920.
Mondello, Bartello, October 31, 1919.
Moneck, Michael L., September 1, 1919.
Moon, Albert F., March 8, 1920.
Moore, Daniel E., May 13, 1920.
Moore, Frank F., September 1, 1919.
Morgan, Albert A., September 30, 1919.
Morgan, David, February 24, 1919.
Morolla, Angelo, April 20, 1920.
Morriston, Clarence D., March 1, 1920.
Morrow, Audley G., March 22, 1920.
Mucha, Joseph, March 11, 1920.
Multiadowni, Antonio, September 1, 1919.
Mura, Stephen T., November 17, 1919.
Nawowlejski, Stanislaw, September 1, 1919.
Nealer, Oliver T., March 8, 1920.
Niasse, Carlo, January 6, 1920.
Nicholson, James, September 1, 1919.
Nicola, Albert, May 6, 1920.
Noon, John P., December 16, 1919.
Norris, Chauncey, September 4, 1919.
Norturno, Giacinto, March 8, 1920.
Novak, Alexander, February 16, 1920.
O'Keefe, Matthew, March 6, 1920.
O'Leary, John P., February 23, 1920.
Olzewski, Boleslaw, September 1, 1919.
Orioli, Santino, March 9, 1920.
Ovens, Edmund A., March 8, 1920.
Owens, James T., November 21, 1919.
Pacifico, Dan, April 5, 1920.
Pagotto, Angelo, November 11, 1919.
Pajewski, Steve, February 25, 1920.
Palarzi, Frank, February 26, 1920.
Palermo, Joseph, October 16, 1919.
Palone, Louis, January 13, 1920.
Panshenko, Peter, September 3, 1919.
Pantano, Rosario, October 20, 1919.
Pariat, Louis F., December 10, 1919.
Parks, Tony, January 20, 1920.
Pasquini, Francesco, February 12, 1920.
Pastula, Stanley J., January 13, 1920.
Patton, Orrie S., November 17, 1919.
Paulis, Mike J., December 10, 1919.
Pedi, Mike, September 1, 1920.
Pelligrino, Pasquale, February 23, 1920.
Pepicelli, Jess, September 1, 1919.
Perrilli, August, September 1, 1919.
Peter, Frank, September 24, 1919.
Phillips, Michael, October 6, 1919.
Polman, Knavery, December 29, 1919.
Pontello, Joe,[1] September 18, 1919.
Porter, John D., February 26, 1920.
Porter, Warren I., January 5, 1920.
Poskosky, Mike, January 3, 1920.
Prioa, Anthony, November 3, 1919.
Pugh, William, February 9, 1920.
Pruise, Frank, September 23, 1919.
Quarrick, John, February 18, 1920.
Quinn, James L., March 9, 1920.
Raconnu, Joseph, November 3, 1919.
Reno, Ralph J., October 22, 1919.
Reynolds, Charles H., January 12, 1920.
Rhoades, Albert E., November 14, 1919.
Rice, James R., November 10, 1919.
Rich, Peter P., May 11, 1920.
Ridge, Joseph, December 15, 1919.
Rien, Odilien, March 10, 1920.
Rietski, Joseph, March 9, 1920.
Rio, Giacomo, December 16, 1919.
Riolo, Salvatore, October 7, 1919.
Rocci, Carmine, March 1, 1920.
Roeder, James, March 1, 1920.
Rogowicz, Frank, February 27, 1920.
Rogers, Joseph, February 24, 1920.
Rolniak, Walter, April 5, 1920.
Rose, Frank L., October 27, 1919.
Ross, William, January 8, 1920.
Rossi, Frank, October 31, 1919.
Rowles, Claude H., December 9, 1919.
Rush, Joseph, September 1, 1919.
Ryan, William E., April 7, 1920.
Saleet, Philip K., December 19, 1919.
Sallade, Byron H., September 1, 1919.
Samusick, Ustyn, September 15, 1919.
Sanderson, Harry, February 2, 1920.
Sandola, Stephen C., January 26, 1920.
Santelli, Gaetano, February 25, 1920.
Sapuni, Paul, January 9, 1920.
Sarvey, Charles E., November 20, 1919.
Sassino, Peter, October 24, 1919.
Savulis, George, May 11, 1920.
Sawyer, Jacob, January 5, 1920.
Scalfero, Dominick, March 25, 1920.
Scarano, Frank, October 23, 1919.
Scarem, Roy H., February 9, 1920.
Scepretowski, Stanley, November 13, 1919.
Schaefer, Charles J., December 1, 1919.
Schmiedbauer, Jos. L., March 4, 1920.
Schmit, Herbert, October 24, 1919.
Sedosky, Walter, January 20, 1920.
Semadina, Carl, November 20, 1919.
Semansky, Blottie, September 1, 1919.
Semansko, Felix J., February 26, 1920.
Shaffer, Clarence F., February 26, 1920.
Shaffer, Wm. S., January 14, 1920.
Shaw, Fred, February 27, 1920.
Sheffler, Eugene R., March 8, 1920.
Sheldon, George J., May 3, 1920.
Sheppard, Marion B., September 13, 1919.
Sherman, Roy W., October 3, 1919.
Shillock, Walter, September 1, 1919.
Shoemaker, Marco, September 1, 1919.
Shook, Clarence,[1] March 2, 1920.
Shulick, John, September 1, 1919.
Sidorso, Ignat, April 15, 1920.
Sink, William, January 24, 1920.
Skipper, George, April 23, 1920.
Skouron, John, November 17, 1919.
Slugay, Stanislaw, April 14, 1920.
Smith, Andrew J., December 19, 1919.
Smith, Matthew, April 29, 1920.
Smith, Walter E., December 19, 1919.
Smith, William E., January 6, 1920.
Smyers, Charles K.,[1] January 27, 1920.
Snyder, Albert, September 1, 1919.
Sopka, Houten, November 19, 1919.

[1] See footnote on p. 2078.

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Spataro, Bruno, September 5, 1919.
Spazzana, John P., September 1, 1919.
Spiker, Jacob, September 1, 1919.
Spratt, John J., November 21, 1919.
Stahley, Ernest P., November 17, 1919.
Stahlman, Louis R., February 20, 1920.
Stamplewski, Joseph, October, 29, 1919.
Standfast, William, January 6, 1920.
Stavono, Ciako, March 3, 1920.
Stein, Rubin, November 10, 1919.
Steltano, Tony,[1] January 28, 1920.
Stuart, Allen A., March 1, 1920.
Sultzer George, October 17, 1919.
Summy, Lester E., January 5, 1920.
Surba, Steve, November 18, 1919.
Svegan, Sam, November 10, 1919.
Swall, Barlow, March 1, 1920.
Sweeney, James D., April 5, 1920.
Syput, Walter, February 23, 1920.
Szoblinsky, Tony, September 23, 1919.

Taczak, John, January 9, 1920.
Tambarino, Joe, March 1, 1920.
Tankelevich, George, September 1, 1919.
Taylor, Charles, February 2, 1920.
Taylor, Floyd F., February 24, 1920.
Taylor, George I., April 12, 1920.
Tesla, Mike, November 3, 1919.
Thiebaud, Charles, January 29, 1920.
Thomas, David, October 6, 1919.
Thompson, Robert M., March 15, 1920.
Thompson, William, September 1, 1919.
Timko, Michael, January 20, 1920.
Tolocha, Charles, December 1, 1919.
Tomaszewski, John, January 14, 1920.
Trafalis, Terry, November 3, 1919.
Travis, Elijah, March 8, 1920.
Trimble, James A., December 29, 1919.
Truscell, Hugo, March 1, 1920.
Turco, Cerillo, January 15, 1920.
Turik, William, March 8, 1920.
Tyszkowski, Alex, March 2, 1920.

Udanis, John, September 1, 1919.
Ulanofsky, Morris, September 22, 1919.
Urbaniak, John J., January 16, 1920.
Urbansky, Joseph, February 20, 1920.

Van Why, Fraley, March 12, 1920.
Vasel, Peter, January 15, 1920.
Vellucci, Mike, September 1, 1919.
Ventresca, Joseph, September 1, 1919.
Veselnak, John, January 14, 1920.
Vicker, George, February 26, 1920.
Vitarelli, Antonio, December 5, 1919.
Vojtek, John, March 22, 1920.
Voorhies, Howard W., November 18, 1919.
Voyce, Frederick, November 1, 1919.

Walford, Mark D., November 20, 1919.
Waluda, Anthony A., October 3, 1919.
Wardock, Conrad, January 5, 1920.
Watson, Cole W., jr., October 21, 1919.
Weir, Harry T., January 7, 1920.
Welsh, James, February 24, 1920.
Welsh, James A., December 1, 1919.
Welsh, Thomas J., April 2, 1920.
Welsh, William F., March 11, 1920.
Westfall, Harness M., December 26, 1919.
Westland, John A., May 12, 1920.
Williams, Ralph E.,[1] April 26, 1920.
Wilson, Hugh, January 28, 1920.
Wozniak, Joseph, September 1, 1919.
Wyesnski, Joseph S., November 21, 1919.
Wysikoski, Stanley, February 11, 1920.

Yadouga, Joseph, September 1, 1919.
Yasolosky, John, December 8, 1919.
Yesalerich, Frank J., January 8, 1920.
Yoders, Charles F., February 16, 1920.
Yonkon, Alexander, March 1, 1920.

Zarzano, Antonio, March 18, 1920.
Zimmer, George P., January 12, 1920.
Zimmerman, John A., November 30, 1919.
Zuranski, Edward,[1] April 23, 1920.
Zuzolo, Antonio, September 1, 1919.
Zvirman, Nathan M., March 23, 1920.

MEN WHO HAVE REGISTERED AND DATES OF REGISTRATION AT THE ALLEGHENY VOCATIONAL SCHOOL AND HAVE BEEN TRANSFERRED OR DISCONTINUED AS SPECIFIED BELOW.

Adkins, Charles H., September 1, 1919, transferred to School of Telegraphy, Philadelphia, January 24, 1920.

Albus, John W., September 1, 1919, placement training at Easton, Pa., effective April 1.

Alden, James, September 1, 1919, transferred to Carnegie Institute of Technology, Pittsburgh, January 5.

Angellotti, Michael, September 1, 1919, placement training in steel mill, Erie, Pa., January 26, 1920.

Armstrong, James W., September 1, 1919, discontinued on account of ill health January 1, 1920, goiter operation.

Barker, Herbert W., March 8, 1920, transferred to Carnegie Institute of Technology, effective April 1, 1920.

Barley, William R., March 10, 1920, transferred to Philadelphia Power Plant Engineering School, effective May 8.

[1] These 12 men are absent from school due to illness.

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Bartiromo, George, February 9, 1920, transferred to Chicago, Ill., May 15, by Mr. W. W. Stamm.

Best, David G., March 10, 1920, placement training with Pittsburgh Motor Service Co., April 15.

Booth, Harold, September 1, 1919, transferred to Philadelphia Telegraphy School, effective April 30.

Boston, James B., January 16, 1920, discontinued due to ill health, could not attend school, February 1.

Bottenhorn, Franklin I., February 2, 1920, discontinued March 15, ill health.

Brought, James A., November 5, 1919, transferred to Marconi School, New York, April 1, to continue training.

Bowden, Melvine, September 1, 1919, transferred to Brunnell School of Photography, New York, March 1, 1920.

Bowker, Walter J., September 26, 1919, transferred to Pennsylvania Museum and School of Industrial Art, Philadelphia, February 1, 1920.

Boyle, Edward F., October 30, 1919, discontinued, due to ill health, effective February 1, 1920.

Bozozowski, Stanley, March 9, 1920, placement training with West Leechburg Steel Co., Leechburg, Pa., as crane operator, May 1, 1920.

Braun, Andrew, December 30, 1919, transferred to Cape May Hospital, March 15, due to ill health.

Brazinsky, John, September 1, 1919, transferred to University of Pittsburgh, February 14, dentistry.

Brown, Charles A., December 15, 1919, placement training with Kossler Motor Co., 207 South Main Street, Pittsburgh, April 23, 1920.

Burns, Francis R., November 8, 1919, discontinued, due to poor health, November 15, 1919.

Canulli, Guiseppe, September 1, 1919, physical condition, discontinued as of December 1, 1919.

Cassel, John G., November 17, 1919, transferred to Carnegie Institute of Technology, January 5, 1920.

Chestnut, Norman A., December 11, 1919, poor health, discontinued April 15.

Cline, Earl L., September 1, 1919, transferred to Duff's College, Pittsburgh, October 27, 1919.

Cochran, Alva G., September 1, 1919, transferred to Duff's College, Pittsburgh, November 21, 1919.

Colina, Adam, October 8, 1919, poor health, discontinued May 1, 1919.

Collins, William T., November 6, 1919, placement training with Duff Manufacturing Co., Pittsburgh, February 21, 1920.

Conway, Joseph V., March 11, 1919, attended school one week after registering, did not return.

Cooper, Lawrence, January 16, 1920, ill health, discontinued February 1.

Curtright, Lester R., January 5, 1920, placement training, Penn Storage Battery Co., January 29.

Coyle, Raphael, October 6, 1919, placement training with Pittsburgh Dental Co., effective May 12.

Czubrynski, John, September 1, 1919, transferred to New York, to continue course in telegraphy, January 19.

Dahn, William, September 1, 1919, ill health, operation on head, discontinued January 1, 1920.

Daley, Cornelius, March 1, 1920, transferred to Walter Reed Hospital April 15.

Dallas, Frank, January 27, 1920, retransferred to Philadelphia to continue training, arrangement made through Philadelphia office.

Davis, Enoch E., March 1, 1920, discontinued April 15 due to physical condition.

Davis, Irving, March 2, 1920, transferred to Carnegie Institute of Technology April 20, 1920.

Davis, Samuel, September 1, 1919, placement training with Doubleday Hill Electric Co. October 8, 1919.

Dracomanolis, John G., February 27, 1920, registered but did not return.

Early, James L., January 26, 1920, registered and attended school for a few weeks but never returned.

Eckles, Charles W., November 14, 1919, placement training with automobile company, Pittsburgh, April 1.

Ehrhardt, Edward, October 6, 1919, discontinued March 1 on account of ill health and later transferred to Spring Garden Institute.

Ellis, Antonio, October 2, 1919, transferred to tuberculosis hospital, effective April 1.

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Engle, Ben F., October 23, 1919, did not return.
Evans, George D., October 10, 1919, discontinued on account of physical condition, effective February 29.
Evans, Stewart, October 2, 1919, transferred to Martin's College December 5, 1919.
Fair, Ira S., February 27, 1920, registered but said he did not care to continue training.
Fallon, James, January 12, 1920, transferred to Carnegie Institute of Technology May 3, 1920.
Farley, Aloysius, September 1, 1919, discontinued January 1 as per letter and arrangements of Mr. J. J. Greer.
Farren, John W., October 15, 1919, transferred to Grove City College, January 19, 1920.
Finley, Lewis, September 1, 1919, discontinued April 15, to return to work.
Fitzgerald, Paul A., March 8, 1920, discontinued April 1 to return to work.
Gaffron Leonard R., November 12, 1919, returned to former employment discontinued as of March 1, 1920.
Gallagher, .Edmund J., January 5, 1920, placement training Penn Storage Battery Co., February 1, 1920.
Gang, Robert L., February 16, 1920, transferred to Carnegie Institute of Technology, April 1, 1920.
Giddings, Francis B., January 7, 1920, transferred to Temple University, Philadelphia, February 14, 1920.
Glenn, Eugene, December 11, 1919, transferred to Carnegie Institute of Technology, January 5, 1920.
Gormley, Lawrence, October 17, 1919, placement training with Warrington Auto Construction Co., Pittsburgh, February 1, 1920.
Gottlieb, Abraham, September 1, 1919, discontinued October 7 to go in business with brother (tailor).
Grim, Merrill, February 2, 1920, discontinued on account of ill health effective May 15.
Guerra, Angelo, January 8, 1920, retransferred to Philadelphia to continue training as arranged by Phil.
Hanus, Frank J., September 1, 1919, discontinued to go back to former employment January 5, 1920.
Hart, Ray, September 1, 1919, attended after registering for a few weeks and left without any notifying of his not returning.
Hartranft, Joseph, September 1, 1919, transferred to Carnegie Institute of Technology, January 5, 1920.
Hine, Thomas, January 10, 1920, registered but did not return.
Hines, Otto, September 1, 1919, placement training with Westinghouse Co.
Hoffman, Walter, September 1, 1919, transferred to Duff's College December 7.
Hostetler, Clair R., January 5, 1920, Iron City Motor Co., placement training, February 14, 1920.
Jameson, William A., October 9, 1919, discontinued April 1 due to ill health.
Jenkins, John J., September 1, 1919, discontinued November 1, ill health.
Kelly, Ralph R., November 17, 1919, transferred to Carnegie Institute January 5, 1920.
Kaylor, Leo J., November 7, 1919, declared ineligible for training, discontinued February 10, 1920.
Knierim, George W., September 1, 1919, ill health—November 1, 1919.
Koening, Fred, September 1, 1919, transferred to Carnegie Institute January 5, 1920.
Krensky, Isaac, September 1, 1919, discontinued training to go in butcher business with brother October 4, 1919.
Laborda, John, September 1, 1919, transferred to Scranton, Pa., for placement training October 11, 1919.
Lamanski, John, January 19, 1920, ill health; discontinued May 1; letter forwarded Philadelphia.
Lato, Joseph, October 6, 1919, discontinued from A. V. S. to return to Italy December 4, 1919.
Lawless, Michael F., August 12, 1919, declared ineligible for training; discontinued January 1, 1920.
Lazarski, Frank, March 22, 1920, discontinued April 15; registered and returned for two weeks.
Lomot, John, September 15, 1919, discontinued May 15 on account of poor sight of eye.

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Maben, Luther, January 8, 1920, discontinued, due to ill health, February 1, 1920.

Martin, Harrison P., January 5, 1920, discontinued, due to ill health, February 1, 1920.

Martinelli, Crescenzo, February 25, 1920, transferred to Tuberculosis League Hospital, Pittsburgh, May 1.

Matthews, Michael J., September 1, 1919, placement training, Erie, Pa., May 1, 1920.

McAllister, James, December 3, 1919, physical condition did not permit of his being in school; discontinued January 5, 1920.

McAllonis, George, September 1, 1919, discontinued March 15, due to ill health.

McClosky, Louis, October 17, 1919, discontinued May 15, poor health.

McDonough, Michael, January 21, 1920, placement training, Westinghouse Co., Pittsburgh, May 1.

McGinley, James A., November 19, 1919, discontinued January 1, poor health.

Means, Harry, September 30, 1919, transferred to School of Telegraphy, Cleveland, February 2.

Miller, Frank, March 3, 1920, did not return after registering.

Miller, Robert, February 26, 1920, discontinued April 1 due to physical condition.

Minnich, Emmett, September 1, 1919, transferred to Harrisburg, Pa., to continue training April 1.

Mitchell, John M., January 15, 1920, placement training with Dubois Garage, Dubois, Pa., February 1, 1920.

Moore, Ralph W., September 22, 1919, discontinued March 15 as per arrangements of Mr. J. J. Greer.

Moran, Stephen, September 1, 1919, declared ineligible for training; discontinued October 22, 1919.

Murphy, Raymond, February 3, 1920, discontinued April 30, as stated in letter received from him that he could not return to continue vocational training.

Nankeville, William N., January 16, 1920, transferred to Oakland, Calif., to continue training May 1.

Obitz, Albert, December 22, 1919, transferred to Wilkes-Barre to continue training April 1.

O'Hara, Hugh L., September 18, 1919, transferred to Carnegie Institute January 5, 1920.

Oldham, Bertrand, November 24, 1919, placement training, Pittsburgh, April 26.

Palmer, Roger, October 8, 1919, reregistered at this school April 8, after being discontinued January 1, due to poor health, but has attended school only a few days. I am discontinuing his training as of May 15.

Parnish, Abraham, March 4, 1920, registered and remained only a fey days, leaving without giving any notice.

Petchel, Philip, September 1, 1919, transferred to Thaddeus Stevens Trade School October 7, 1919.

Phillips, Charles, January 19, 1920, placement training, Pittsburgh, March 1, 1920.

Phillips, George E., December 10, 1919, transferred to Carnegie Institute April 5.

Pink, Alexander J., October 7, 1919, did not return.

Pontella, Antonia V., November 4, 1919, discontinued April 1 to return to Italy.

Powers, Lawrence, September 1, 1919, discontinued on account of ill health December 15.

Priblo, Paul, January 5, 1920, transferred to Scranton-Lackawanna Business College, May 12, 1920.

Rapaski, Stephen, October 22, 1919, transferred to Pressed Steel Co. for placement training, March 15.

Rassman, Robert A., September 1, 1919, transferred to Duff's College, October 22, 1919.

Rastelli, Daniel, September 1, 1919, placement training in Philadelphia, October 4, 1919.

Raubenstraw, Martin J., November 13, 1919, transferred to Carnegie Institute, January 5, 1920.

Reczka, Walter, December 13, 1919, transferred to Scranton-Lackawanna Business College, April 12.

Richards, Ernest E., September 30, 1919, discontinued February 1, poor health.

Righter, Garret, November 3, 1919, transferred to Duff's College, December 18, 1919.

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Roberts, James J., March 15, 1920, registered and returned for several weeks and discontinued April 1.

Ronian, Robert L., September 1, 1919, discontinued to return to work. November 15, 1919.

Bossini, Paul, October 6, 1919, ill health, discontinued December 1.

Roth, Harry, September 1, 1919, poor health, discontinued March 1.

Rubin, Morris, September 1, 1919, transferred to Dixmont, Pa.

Rutter, Russel, September 26, 1919, transferred to Philadelphia, Pa., March 15.

Sabolsice, Andrew, October 2, 1919, placement training Westinghouse Co, November 15, 1919.

Schmidt, Dennis C., October 25, 1919, transferred to Detroit, January 15.

Schneider, Frank, December 1, 1919, transferred to Carnegie Tech, January 5, 1920.

Sauer, Herman R., September 1, 1919, placement training, May Drug Co., May 11, 1920.

Seltzer, Harrison, September 1, 1919, placement training, Reading, Pa., February 7, 1920.

Shadel, Frank, September 1, 1919, transferred to Parkview Hospital October 4, 1919 .

Shockey, Henry H., January 12, 1920, registered but did not return.

Sinenkiewicz, Victor, February 9, 1920, registered but did not return.

Skinner, Norman P., December 1, 1919, transferred to Carnegie Institute, January 5, 1920.

Smith, Daniel, September 1, 1919, transferred to Scranton, Pa., for placement training, May 8.

Snyder, Wm. L., October 27, 1919, placement training, Easton, Pa., effective April 15, 1920.

Sobieski, Joseph, September 1, 1919, discontinued March 1, left without notifying of his leaving.

Spangler, Melvin G., September 1, 1919, transferred to Duff's College, September 29, 1919.

Stashefslki, Anthony, October 21, 1919, placement training, Shamokin, Pa., April 15.

Stewart, Alexander W., December 1, 1919, goiter operation taking six to eight weeks' time, discontinued April 1.

Storina, Antonio, March 26, 1920, registered but did not return.

Svhalstock, Konstanty, January 13, 1920, did not return to continue training after the Easter vacation.

Thomas, Enoch R., January 6, 1920, discontinued March 31 due to ill health.

Toole, Thomas J., December 12, 1919, transferred to Scranton-Lackawanna Business College, May 6, 1920.

Torgent, John P. January 12, 1920, did not return after registering.

Tressler, Charles, H., January 12, 1920, discontinued at A. V. S., May 15, awaiting transfer to State College.

Tuccero, Vincenzo, September 1, 1920, returned to Italy, March 15.

Tully, John, September 1, 1919, transferred to Philadelphia Power Plant Engineering School, Philadelphia, October 4, 1919.

Venditti, Henry, December 27, 1919, placement training with Siguard & Ralston, Pittsburgh, March 15.

Warman, David, February 25, 1920, discontinued training at the A. V. S. April 1, as directed by letter from Philadelphia.

Warner, William, September 1, 1919, transferred to Duff's College, October 6, 1919.

West, George B., March 1, 1920, transferred to Carnegie Institute April 5, 1920.

Wick, James W., January 7, 1920 transferred to Pittsburgh School of Lip Reading April 30.

Woods, Thomas, December 8, 1919, discontinued May 15 due to ill health.

Yorks, Herman, September 1, 1919, transferred to Williamson Trade School, October 31, 1919.

Youhas, Charles, November 24, 1919, retransferred to Duff's College, December 15.

Zink, John V., January 14, 1920, discontinued May 1, as advised by Philadelphia office to return at a later date.

Zymblosky, Peter, October 15, 1919, transferred to Scranton-Lackawanna College April 8, 1920.

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THE FOLLOWING IS A LIST OF MEN RECOMMENDED, AND THE DATE, FOR TRAINING AT THE ALLEGHENY VOCATIONAL SCHOOL:

Addis, Ray E., April 26, 1920, mechanical drawing.
Allison, George, January 9, 1920, mechanical drawing.
Angelino, Joe, December 3, 1919, cabinetmaking.
Armstrong, James F., January 2, 1920, electrical construction.
Aschane, James, November 17, 1919, cabinetmaking.
Badger, Joseph, January 14, 1920, cabinetmaking.
Barbery, Louis, February 11, 1920, elementary bookkeeping (shop account keeping).
Barone, Charles P., April 5, 1920, elementary bookkeeping (shop account keeping).
Barone, Raffele, December 22, 1919, elementary bookkeeping (shop account keeping).
Barskts, Charles, May 6, 1920, machine-shop practice.
Bartoletti, Joseph, March 8, 1920, elementary bookkeeping (Shop account keeping).
Baszinchas, Paul, January 14, 1920, cabinetmaking.
Baurer, Albert J., May 5, 1920, mechanical drawing.
Benerettio, John, January 22, 1920, elementary bookkeeping (shop account keeping).
Benkis, Tony, March 13, 1920, shoe repairing.
Bergman, Edward, October 30, 1919, machine-shop practice.
Berra, Antonio, April 26, 1920, machine-shop practice.
Best, Robert, March 29, 1920, machine-shop practice.
Bickerstaff, Wm. H., February 11, 1920, elementary bookkeeping.
Bilger, Wm. R., April 6, 1920, electrical construction.
Bilowsky, John B., April 17, 1920, machine-shop practice.
Black, Alexander, December 31, 1919, elementary bookkeeping (shop account keeping).
Blanch, Sidney, March 22, 1920, mechanical drawing.
Bogdansky, Charles, October 25, 1919, machine-shop practice.
Bolans, John, September 29, 1919, machine-shop practice.
Boyle, Henry C., February 16, 1920, mechanical drafting.
Brookley, Conrad E., March 2, 1920, auto mechanics.
Brown, Hubert A., September 22, 1919, mechanical drawing.
Brown, John W., May 6, 1920, electrical construction.
Brunner, Ralph, October 4, 1919, cabinetmaking.
Bryson, Miller, December 11, 1919, cabinetmaking.
Bullotta, James A., May 8, 1920, elementary bookkeeping (shop account keeping).
Burkiewicz, William, January 26, 1920, elementary bookkeeping (shop account keeping).
Burko, George, October 24, 1919, machine-shop practice.
Busila, John, November 10, 1919, machine-shop practice.
Camesi, Alexander, January 14, 1920, cabinetmaking.
Campenni, Thomas, April 1, 1920, mechanical drawing.
Caparelli, Gaetano, January 14, 1920, machine-shop practice.
Capatosto, Caesare, March 19, 1920, shoe repairing.
Cargenter, Paul, March 15, 1920, elementary bookkeeping (shop account keeping).
Caslin, Joseph, January 14, 1920, electrical construction.
Cheslick, Stephen, September 23, 1919, electrical construction.
Ciconni, John, January 15, 1920, shoe repairing.
Cignatti, Joseph, October 24, 1919, machine-shop practice.
Collins, James, November 1, 1919, machine-shop practice.
Coscia, Amello, April 22, 1920, elementary bookkeeping (shop account keeping).
Crishe, John, December 22, 1919, elementary bookkeeping (shop account keeping).
Crotty, John F., January 8, 1920, mechanical drawing.
Czaplicki, Frank, December 29, 1919, cabinetmaking.
Czerniawka, Joseph, February 18, 1920, elementary bookkeeping (shop account keeping.
Danielski, Joseph, October 24, 1919, machine-shop practice.
Dean, Thomas, February 19, 1920, elementary bookkeeping.

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DePhillips, Tony, March 13, 1920, elementary bookkeeping (shop account keeping).
DiBiccarri, Leo, April 17, 1920, elementary bookkeeping (shop account keeping)
Dinardo, Fred, December 11, 1919, machine-shop practice.
Dixon, Frank, January 2, 1920, mechanical drawing.
Doris, Constantine, October 9, 1919, machine-shop practice.
Ellrod, Earl, January 26, 1920, elementary bookkeeping.
Emigh, James, January 17, 1920, electrical construction.
Ewanik, Jacob, March 27, 1920, elementary bookkeeping (shop account keeping).
Faulkner, Jesse I., November 5, 1919, electrical construction.
Fedotov, Samuel J., November 17, 1919, mechanical drawing.
Ferrara, Mike, January 22, 1920, machine-shop practice.
Flaherty, John J., January 17, 1920, auto mechanics.
Forgas, Leo J., December 2, 1919, electrical construction.
Forgie, Louis A., April 17, 1920, cabinetmaking.
Fowler, William, January 2, 1920, electrical construction.
Gallagher, Neil F., April 17, 1920, shoe repairing.
Gestiehr, Henry L., December 26, 1919, mechanical drawing.
Giarranto, Salvator, December 1, 1919, elementary bookkeeping (shop account keeping).
Gorski, Stanley, October 24, 1919, cabinetmaking.
Grabowecki, Bronislaw, October 16, 1919, mechanical drawing.
Gracefo, Alfonso, February 16, 1920, cabinetmaking.
Graham, Halsey L., May 5, 1920, elementary bookkeeping.
Grazin, Frank V., April 22, 1920, elementary bookkeeping (shop account keeping).
Green, Harry E., April 17, 1920, electrical construction.
Gregitis, Joseph, March 22, 1920, shoe repairing.
Groziano, Frank, October 15, 1919, elementary bookkeeping (shop account keeping).
Guazza, Guiseppe, March 10, 1920, elementary bookkeeping (shop account keeping).
Guster, Joseph, January 15, 1920, shoe repairing.
Hall, Harry K, November 13, 1919, mechanical drawing.
Hamilla, John H., April 26, 1920, elementary bookkeeping (shop account keeping).
Hannon, Herbert, May 6, 1920, elementary bookkeeping.
Harmison, George, October 16, 1919, machine-shop practice.
Hartwick, Thomas, January 5, 1920, auto mechanics.
Higgins, Thomas, November 26, 1919, machine-shop practice.
Hilinski, John S., May 6, 1920, mechanical drawing.
Holostra, Wladislam, January 17, 1920, machine-shop practice.
Horan, James, November 26, 1919, electrical construction.
Hosteller, Carl M., April 30, 1920, auto mechanics.
Hughes, Calvin E., May 5, 1920, electrical construction.
Hummell, Lloyd, March 17, 1920, auto mechanics.
Husenits, John, April 7, 1920, machine-shop practice.
Iannuzzi, Francesco, January 14, 1920, shoe repairing.
Infantino, Charles, January 5, 1920, electrical construction.
Jahn, Walter E., March 13, 1920, mechanical drawing.
Jaibur, Louis M., October 25, 1919, elementary bookkeeping (shop account keeping).
Jennings, Thomas B., jr., May 8, 1920, mechanical drawing.
Jenulewycus, Amtrais, May 10, 1920, cabinetmaking.
Johnsky, August, March 27, 1920, electrical construction.
Kautzman, Conrad J., October 21, 1919, machine-shop practice.
Kenzler, William F., February 28, 1920, elementary bookkeeping.
Keller, William H., March 26, 1920, auto mechanics.
Kendra, Francis, April 3, 1920, electrical construction.
Kestler, Joseph G., January 13, 1920, mechanical drawing.
Killian, Henry C., October 25, 1919, elementary bookkeeping.
Kindelberger, Emil, December 17, 1919, mechanical drawing.
King, Peter, December 11, 1919, machine-shop practice.
Koldosh, Julian, May 8, 1920, elementary bookkeeping (shop account keeping).
Kosianski, Charles, April 7, 1920, mechanical drawing.

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Kozkodin, Frank J., February 7, 1920, elementary bookkeeping (shop account keeping).
Kulakowski, Henry, December 22, 1919, mechanical drawing.
Kulpnsky, William T., December 22, 1919, machine-shop practice.
Kunkle, John E., May 6, 1920, elementary bookkeeping.
Kusmis, Alexander, March 3, 1920, machine-shop practice.

Lachtanski, Staislaw, January 8, 1920, machine-shop practice.
Laikosky, Mike, November 13, 1919, machine-shop practice.
Lasczuck, Frank, October 25, 1919, machine-shop practice.
LeBoida, Joseph F., February 4, 1920, tool making.
Leek, Chester D., March 16, 1920, electrical construction.
Lenhart, John, February 19, 1920, electrical construction.
Limphithikes, Emanuel, May 6, 1920, elementary bookkeeping (shop account keeping).
Listello, Stephen, March 17, 1920, elementary bookkeeping (shop account keeping).
Lucia, Michael, March 1, 1920, pattern making.

Maior, John, January 14, 1920, elementary bookkeeping.
Maratos, Charles, January 14, 1920, mechanical drawing.
Marshall, Wm. T., January 10, 1920, electrical construction.
Marsico, Albert R., May 6, 1920, elementary bookkeeping.
Matsecosky, John, April 12, 1920, electrical construction.
McAllister, James L., May 8, 1920, machine-shop practice.
McChuini, Ralph, October 6, 1919, elementary bookkeeping (shop account keeping).
McDermott John, October 6, 1919 sheet-metal work.
McGee, Lawrence, February 18, 1920, mechanical drawing.
McGivern, Bernard, May 6, 1920, mechanical drawing.
McIntosh, Charles E., April 22, 1920, mechanical drawing.
McKenna, Charles, January 23, 1920, elementary bookkeeping (shop account keeping).
McKiernon, Robert E., March 17, 1920, light machine-shop practice.
McKim, James H., April 3, 1920, mechanical drawing.
Mellissa, Paul, April 26, 1920, elementary bookkeeping (shop account keeping).
Menoske, Joseph, February 18, 1920, machine-shop practice.
Mercavitch, William T., January 14, 1920, mechanical drawing.
Midock, Peter, April 26, 1920, machine-shop practice.
Mignogna, Joe, May 10, 1920, machine-shop practice.
Mobley, John H., March 9, 1920, mechanical drawing.
Modzelewski, Joseph, October 20, 1919, elementary bookkeeping (shop account keeping).
Molowski, Browny, May 6, 1920, mechanical drawing.
Mondello, Bartello, January 26, 1920, elementary bookkeeping (shop account keeping).
Moneck, Michael, October 21, 1919, mechanical drawing.
Moore, Frank F., October 24, 1919, electrical construction.
Morgan, Albert A., December 24, 1919, elementary bookkeeping (shop account keeping).
Multiadowni, Antonio, October 24, 1920, shoe repairing.

Nicholson, James, December 26, 1919, machine-shop practice.
Noon, John P., May 5, 1920, shoe repairing.
Norris, Chaurcey, September 4, 1919, auto mechanics.

Olzewski, Boleslaw, September 1, 1919, machine-shop practice.
Owens, James T., March 31, 1920, auto mechanics.

Pagotto, Angelo, March 6, 1920, machine-shop practice.
Palermo, Joseph, March 22, 1920, shoe repairing.
Pantano, Rosario, January 16, 1920, shoe repairing.
Paulis, Mike J., March 8, 1920, cabinetmaking.
Pedi, Mike, November 19, 1919, cabinetmaking.
Pepicelli, Jess, October 24, 1919, machine-shop practice.
Peter, Frank, January 2, 1920, machine-shop practice.
Phillips, Michael, May 6, 1920, cabinetmaking.
Proia, Anthony, January 22, 1920, elementary bookkeeping.
Purise, Frank, December 22, 1919, machine-shop practice.

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Quarrick, John J., May 6, 1920, auto mechanics.
Racconnu, Joseph, January 17, 1920, machine-shop practice.
Reno, Ralph J., January 14, 1920, mechanical drafting.
Reynolds, Charles H., April 16, 1920, machine-shop practice.
Rhoades, Albert, E., April 16, 1920, mechanical drafting.
Rice, James R., November 10, 1920, mechanical drawing.
Ridge, Joseph, March 6, 1920, machine-shop practice.
Rose, Frank, January 14, 1920, mechanical drawing.
Rossi, Frank, January 5, 1920, electrical construction.
Rowles, Claude, March 6, 1920, mechanical drawing.
Rush, Joseph, November 17, 1919, electrical construction.
Sallade, Byron H., November 4, 1919, mechanical drawing.
Sallett, Philip K., April 26, 1920, elementary bookkeeping (shop account keeping).
Samusick, Ustyn, December 24, 1919, machine-shop practice.
Sandola, Stephen, April 22, 1920, elementary bookkeeping (shop account keeping).
Sarvey, Charles E., March 25, 1920, elementary bookkeeping.
Sassino, Peter, February 9, 1920, mechanical drawing.
Scarem, Roy H., May 6, 1920, mechanical drawing.
Scpretowski, Stanley, March 6, 1920, machine-shop practice.
Schmit, Herbert, April 17, 1920, cabinetmaking.
Sedosky, Walter, April 17, 1920, electrical construction.
Semadina, Carl, April 17, 1920, elementary bookkeeping (shop account keeping).
Semansko, Felix J., May 12, 1920, elementary bookkeeping (shop account keeping).
Semansky, Blottie, December 1, 1919, machine-shop practice.
Sexauer, Oscar, October 6, 1919, cabinetmaking.
Sheppard, Marion B., October 20, 1919, mechanical drawing.
Sherman, Roy W., December 20, 1919, electrical construction.
Shillock, Walter, April 7, 1920, machine-shop practice.
Shoemaker, Marco, January 15, 1920, machine-shop practice.
Shulick, John, December 29, 1919, machine-shop practice.
Sink, William, May 6, 1920, machine-shop practice.
Skouron, John D., November 17, 1919, electrical construction.
Smith, William E., April 26, 1920, elementary bookkeeping.
Snyder, C. Albert, January 2, 1920, machine-shop practice.
Sopka, Houten, April 12, 1920, machine-shop practice.
Spataro, Bruno, April 17, 1920, shoe repairing.
Spazzano, John P., April 19, 1920, machine-shop practice.
Spiker, Jacob, December 1, 1919, auto mechanics.
Stahley, Ernest P., November 17, 1919, auto mechanics.
Stemplewski, Joseph, January 15, 1920, cabinetmaking.
Standfast, William, March 13, 1920, elementary bookkeeping.
Stein, Rubin, November 10, 1919, auto mechanics.
Sultzer, George, January 26, 1920, elementary bookkeeping.
Surba, Steve, April 29, 1920, machine-shop practice.
Szoblinsky, Tony, January 5, 1920, machine-shop practice.
Tazcak, John, May 6, 1920, machine-shop practice.
Tankelvich, George, October 24, 1919, machine-shop practice.
Tesla, Mike, January 14, 1920, elementary bookkeeping.
Thiebaud, Charles J., May 5, 1920, mechanical drawing.
Thomas, David, January 17, 1920, electrical construction.
Thompson, William, September 1, 1920, cabinet making.
Tomaszeuski, John, May 6, 1920, elementary bookkeeping (shop account keeping).
Udanis, John, September 1, 1919, machine-shop practice.
Ulanofsky, Morris, January 13, 1920, machine-shop practice.
Urbansky, Joseph C., February 20, 1920, elementary bookkeeping (shop account keeping).
Ventresca, Joseph, October 13, 1919, machine-shop practice.
Veselenak, John, April 22, 1920, electrical construction.
Voyce, Frederick, January 17, 1920, electrical construction.
Watson, Cole W., jr., January 13, 1920, electrical construction.

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Welsh, James A., April 16, 1920, elementary bookkeeping.
Wozniak, Joseph, November 14, 1919, elementary bookkeeping (shop account keeping).
Wyesnski, Joseph S., March 11, 1920, mechanical drawing.
Yadouga, Joseph, November 14, 1919, electrical construction.
Yesalerich, Frank J., April 6, 1920, machine-shop practice.
Zimmer, George P., March 27, 1920, electrical construction.
Zuzolo, Antonio, October 24, 1919, electrical construction.

List of teachers employed for full time at the Allegheny Vocational School, subject of instruction, and monthly salary rate.

Ashley, W. C., cabinet making	$200
Baker, A. E., machine shop	225
Bentley, Jessie S., Americanization and common school subjects	200
Dimmick, E. A., structural layout and templet making	240
Elliott, Fred, electrical construction	200
Ellwood, Nellie E., Americanization and common school subjects	200
Finnegan, Anna C., English and arithmetic	200
Fleming, J. W., shop mathematics and trigonometry	325
Frank, Paul, mechanical drawing	200
Fyfe, G. G., sheet metal	200
Griffith, O. C., English and arithmetic	225
Jones, H. M., carpentry	200
Kernott, Ralph, mathematics, civics	225
Leslie, Frank, shop account keeping	225
Lowrey, Sarah L., Americanization and common school subjects	250
Lynch, M. J., shoe repairing	185
McKeon, John A., electrical construction	240
McKernahan, W. L., mathematics	185
Martine, Stanley, electrical construction	300
Morris, Howard, mechanical drawing	225
Oxley, L. F., machine shop, millwright	140
Rockwell, L. D., mechanical drawing	225
Salt, H. R., elementary bookkeeping	225
Schrott, W. J., electrical construction	175
Snyder, V. V. (Mrs.), Americanization and common school subjects	200
Sweeney, J. A., storage battery work	185
Vogt, A. H., machine shop	225
Witt, Ruth O., mathematics and English	200
Zehfuss, Harry C., mechanical and architectural drawing	225

EXHIBIT A.

FEBRUARY 13, 1920.

Mr. ROBERT J. FULLER,
Philadelphia, Pa.

DEAR SIR: I have been studying the table on page 43 of the Third Annual Report of the Federal Board for Vocational Education, Volume II, with the idea of systematizing and improving my recommendations with regard to the further training of the men assigned to the Allegheny Vocational School for try-out courses.

I note that training courses are designated as follows:

A. Try-out vocational.
B. Agriculture.
C. Professional.
D. Commercial and clerical.
E. Trade and industrial.
F. Elementary and academic.

A study of this table, taken in conjunction with our experience with the men assigned to us thus far, confirm certain conclusions which I should like to submit to you for your consideration. These conclusions are as follows:

1. Practically all of the men assigned to us have disabilities which prevent them from following the occupations in which they were engaged before en-

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tering the service. It is unnecessary, therefore, for me to continue to report this fact. It will be simpler to note the opposite condition, should it ever exist, in the case of some exceptional man.

2. The men assigned to the Allegheny Vocational School have been roughly classified by the Federal board before coming to Pittsburgh. As a rule our men have had very limited education, and in many cases they are almost entirely without schooling.

3. In view of the above, it is clear that our recommendations will be confined, with rare exceptions, to courses A, E, and F of your table. I am inclined to think that where we feel that course F is the desirable one, our best recommendation would be for an extension of time in course A, "Try-out vocational." That would bring practically all of our recommendations, therefore, within courses A and E. Of course, we might find occasional men for whom commercial or semiprofessional courses should be provided, but these should be handled as individual cases.

4. The Allegheny Vocational School is equipped, and the equipment is being extended rapidly, to give several two-year vocational courses in the field of "trade and industrial" training. Since several men have already been assigned by the Federal board to these courses it will be obvious that we shall do all in our power to develop these courses to the highest efficiency. It is equally obvious that, where we feel that a man should follow a line of work for which we main tain a well-organized course, we should naturally recommend that the man be assigned to our own school. In fact it seems probable that the majority of our recommendations, with regard to men assigned to the try-out courses, will be that these men be assigned to one or two year courses in the Allegheny Vocational School. This is stated with full recognition of the fact that, because of wider knowledge of other institutions you may frequently see fit to disregard my recommendations and assign the men elsewhere. The proposition which I wish to present here, and for which I wish to secure your approval, is that we shall quite naturally recommend the majority of our try-out cases for further courses in our own school.

5. If I have your approval of the foregoing proposition our recommendations will fall naturally into two classifications—those recommending men to our own school, and those recommending them to some other institution. If this is the case, I desire to make use of two different forms for my recommendation. The form used in recommending men to some other institution will follow closely the one we have used in the past. The form used for recommending men for the Allegheny Vocational School will be comprehensive, showing all of our courses and indicating the particular work which is recommended for the man in question.

I expect to be in Philadelphia later in the week and I should like to go over this matter with you and to submit a rough draft of the proposed form. I am asking your approval of this plan on the ground that it will reduce the work for both offices and because it will simplify and systematize, as well as to improve, the important part of my duties to the Federal board and to the men under my care.

Yours, very truly,

DIRECTOR ALLEGHENY VOCATIONAL SCHOOL.

EXHIBIT B.

SPECIMEN COPIES OF RECOMMENDATIONS SUBMITTED PHILADELPHIA OFFICE, FEDERAL BOARD FOR VOCATIONAL EDUCATION, BY F. W. BOLAND.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Pittsburgh, Pa., April 20, 1920.

Mr. ROBERT J. FULLER,
Philadelphia, Pa.

DEAR SIR: Inclosed you will please find recommendation for a course in elementary-school subjects for Candido Comis. He has requested training in light farming or gardening, but since he has had practically no schooling, can speak but very little English. I am recommending, as you will see, a one-year course in elementary subjects to be followed by placement training at light farming or gardening.

Hoping this recommendation will be approved, I am

Very truly, yours,

DIRECTOR ALLEGHENY VOCATIONAL SCHOOL.

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FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Pittsburgh, Pa., April 20, 1920.

Mr. ROBERT J. FULLER,
Philadelphia, Pa.

DEAR SIR: Recommendation of Candido Comis:
Registered March 3, 1920.
Has expressed preference for farming.
History of progress: Academic, slight.
Shop work, none.
Disability: 1. Chronic bronchitis. 2. Previous occupation: Laborer 11 years, coal miner 4 years. 3. Handicap: Weakness and constant pains in chest. 4. How training will help to overcome handicap: Fit for light farming.
Experience in Allegheny vocational school shows that the man desires to have enough English to enable him to study farming.
Recommendation: I recommend that he be assigned to the Allegheny vocational school for the time, course, and subjects indicated below: 1 year; English (citizenship), Arithmetic; to fit for placement training on farm.
Course to include elementary school subjects.

Yours, very truly,

DIRECTOR ALLEGHENY VOCATIONAL SCHOOL.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Philadelphia, May 13, 1920.

From: D. V. O. district 3, Philadelphia, Pa.
To: F. W. Boland, director Allegheny Vocational School, N. S., Pittsburgh, Pa.
Subject: Candido Comis, Delmont, Pa.

DEAR SIR: We have this date obtained approval for this man's regular training in general agriculture for a period of two years at the Delaware State College.
Kindly see that his training is properly discontinued at your school and that he is given the inclosed transportation for his travel to our office in this city. Upon his arrival here he will obtain from Mr. King, of the training section, the necessary credentials for his entrance at this school.

Very truly, yours,

R. J. FULLER,
District Vocational Officer.

Wozniak, Joseph, aged 25 years.
Experience: Laborer in steel mill eight years.
Education: One year.
Registered: September 1, 1919.

OCTOBER 1, 1919.

Mr. CHARLES E. CULLEN,
Philadelphia, Pa.

DEAR SIR: I wish to make the following recommendation for Joseph Wozniak; that he be kept at the Allegheny Vocational School for two years to continue the course he is now following, which is elementary bookkeeping and common-school subjects, with a view of placing him at that time in a steel mill as a timekeeper, checker, weigher, or similar kind of work.
My reasons for making this recommendation follow:
First. His disability will not permit of his following his previous occupation (loss of right arm).
Second. This man has had but little previous education, yet he can speak English very well, can read and write a little, and do some arithmetic.
Third. I believe men like Wozniak can get the kind of training they need better at the Allegheny Vocational School than anywhere else, since special classes have been organized to take care of just such men and courses outlined so that the training they receive will fit them for the definite kind of work recommended. Wozniak is anxious to learn, and I have very good reports on him from his instructors.

Your, very truly,

DIRECTOR ALLEGHENY VOCATIONAL SCHOOL.

NOTE.—Recommendation approved by D. V. O. and course begun at Allegheny Vocational School November 14, 1919.

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Czubrynski, John, 23 years.
Experience: Steam pipe fitter three years, shipping clerk one and one-half years.
Education: Completed eighth grade.
Registered: September 1, 1919.

PITTSBURGH, PA., *September 29, 1919.*

Mr. CHARLES E. CULLEN,
Philadelphia, Pa.

DEAR SIR: I wish to make the following recommendation for the above-named man; that he be granted a course in wireless telegraphy, with a view of placing him as a wireless telegrapher at the time of completing this course.

I make the above recommendation for the following rasons:

First. His disability (loss of left arm) will not permit of his following his former occupation.

Second. His disability will permit of his following wireless telegraphy.

Third. He has had sufficient education to follow telegraphy.

Fourth. This man is a good student and since coming here has worked hard; he is good in English, arithmetic, and writing.

Czubrynski became interested in the study of telegraphy while confined in the Walter Reed Hospital, Mr. Sweet, the instructor of telegraphy at the hospital, recommending wireless telegraphy for this man. He told Czubrynski that he had sufficient education to take up this work.

Mr. Sweet has but one arm, and I think he is well qualified to recommend a man have the same disability.

Very truly yours.

DIRECTOR ALLEGHENY VOCATIONAL SCHOOL.

NOTE.—Mr. Czubrynski was transferred January 19, 1920, to the Marconi Institute by the D. V. O.

Spangler, Melvin C., 26 years.
Experience: Machine operator 1½ years, inspector auto engines 13 months, laborer, machine shops, 1½ years.
Education: Completed fourth grade.
Registered: September 1, 1919.

SEPTEMBER 29, 1919.

Mr. CHARLES E. CULLEN,
Philadelphia, Pa.

DEAR SIR: I wish to make the following recommendation in the case of Melvine Spangler; that he be granted a course in bookkeeping at Duff's Business College, Pittsburgh, Pa., with a view of his being placed as a bookkeeper or similar kind of work upon completing this course.

I make the above recommendation for the following reasons:

First. His disability will not permit his following his previous occupation.

Second. It is possible that he can follow the kind of work recommended or something similar.

Third. It will be impossible for him to follow a trade due to his disability (loss of right arm at shoulder). This man wishes to become a machine salesman, but I am sure this will be impossible. In the first place, he would have to compete with men of experience and education, and he has neither.

In my recommendation of September 22, I asked that this man be kept at the Allegheny Vocational School for one year to take a preparatory course. I have since learned that Duff's College is taking men with practically no education, and for this reason I recommend that Spangler be given his training at Duff's.

Yours, very truly,

DIRECTOR ALLEGHENY VOCATIONAL SCHOOL.

NOTE.—Mr. Spangler was transferred October 29, 1919, from Allegheny Vocational School, to Duff's Business College, by the D. V. O.

Brazinsky, John F., 25 years.
Experience: Hardware clerk five years.
Education: Completed two years high school.
Registered: September 1, 1919.

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PITTSBURGH, PA., *November 10, 1919.*

Mr. ROBERT J. FULLER,
Philadelphia, Pa.

DEAR SIR: Experience in Allegheny Vocational School shows:

First. That he is a good student and that his education is very much above the average man at this school.

Second. That he has some mechanical ability and has made considerable progress in his shop work since coming here.

Third. That he is capable of following a course in dentistry and that he will make good in this profession.

Fourth. That he has exceptional ability and has a fine personality.

Recommendation: I wish to recommend that Mr. Brazinsky be granted a course in dentistry at the University of Pittsburgh. The dean of the College of Dentistry has stated that Mr. Brazinsky has sufficient credits to enter that school, with the exception of three credits, which he will be conditioned in and which can be made up in a short time.

Yours, very truly,

DIRECTOR ALLEGHENY VOCATIONAL SCHOOL.

NOTE.—Mr. Brazinsky was transferred from the Allegheny Vocational School to the University of Pittsburgh on February 16 by the D. V. O.

Harmison, George, 25 years.
Experience: Coal miner 10 years.
Education: Completed fourth grade.
Registered: September 1, 1919.

PITTSBURGH, PA., *September 30, 1919.*

Mr. CHARLES E. CULLEN,
Philadelphia, Pa.

DEAR SIR: I wish to make the following definite recommendation for the above-named men: that he be kept at the Allegheny Vocational School for at least two years to complete the course he is now following, which is machine work. This course consists of the following subjects: arithmetic one hour, English one hour, mechanical drawing one hour, and lathe work three and a half hours each day, with a view of placing him as a lathe operator at the time he completes this course.

I make this recommendation for the following reasons:

First. His disability (gunshot wound in left hip) will not permit him to follow his former occupation.

Second. His disability will permit of his following light machine work.

Third. He is mechanically inclined, and it will be possible for him to learn the kind of work recommended.

I have recommended that he be given his training at the Allegheny Vocational School for the following reasons:

(*a*) Our courses are arranged and taught in a way that will give men of Harmison's ability the most in the least possible time.

(*b*) He will do better at this school among men of his own age, I think, than anywhere else.

(*c*) This man is rather slow to learn; does fair work, works hard and is very eager to learn. He has been doing very well for the last month, and the reports I am getting from his instructors are very good.

Very truly, yours,

DIRECTOR ALLEGHENY VOCATIONAL SCHOOL.

NOTE.—Recommendation approved by D. V. O. and course commenced in machine-shop practice at Allegheny Vocational School, October 16, 1919.

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EXHIBIT C.

Expenditures from Sept. 1, 1919, to May 1, 1920.

Group A:	
Salaries,[1] teachers, office, janitors	$31,253.33
Equipment and supplies other than those already paid for by the Federal board	15,421.00
Rent, two buildings	3,433.36
Heat, light, power, water	1,175.11
Office supplies, telephone, postage, etc	351.94
Repairs on buildings	2,359.94
Iusurance	150.00
Typewriter rental	90.00
Janitors' supplies	225.33
Taxes, income tax on expenditures for equipment, etc	1,328.48
Group B:	
Travel expenses incidental to the work of the school	800.00
Incidental expenses	1,000.00
Total	57,588.49

Items in group A are covered by vouchers. Those in group B are conservative estimates.

I regret that I have not had an adequate and complete system of bookkeeping from the first, but my reason for my failure to do so seems perfectly good to me. The school was started with only a few men, and no one had any idea that it would increase to its present proportions. My one thought was to do a good piece of work for the men entrusted to my care. As one way of accomplishing such a result I put every dollar possible into new equipment. At the time I could not afford. or I thought I could not afford, to engage an expert accountant to open a set of books. In fact I did not consider it necessary to keep accounts beyond the point where I was sure that I should have sufficient money to run the school from month to month.

Furthermore, since no one but myself was financially involved in the proposition, I did not feel the necessity of making any distinction between the accounts of the school and my own personal expenditures. This seemed to me to be perfectly right, and does still, though it is most inconvenient now that I am making statements covering the work from its inception.

OFFICE OF THE FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C., May 21, 1920.

STATEMENT OF ARTHUR E. HOLDER, MEMBER FEDERAL BOARD FOR VOCATIONAL EDUCATION.

Mr. Chairman, in response to telephonic request from you yesterday, May 20, I hand you herewith replies to questions submitted to me by Mr. Blanton, member of the House Committee on Education, on April 29, 1920. With your consent, I prefer to make a preliminary and explanatory statement before giving specific answers to the questions.

During the progress of the hearings some very direct and pertinent questions were put concerning the attitude of the board toward the director or chief of the Vocational Rehabilitation Division, particularly as to the authority for appointments of staff members and other employees of the board. It occurred to me then that it would have been a good thing to have placed in the record either the whole of the original plan of the organization of the Federal Board for Vocational Education or extracts from same in which the authority of the director or chief and the power of appointments are covered. I, therefore, present two extracts from the plan of the original organization of the Federal board adopted on August 3, 1917, and which have not been changed to date. The first refers to authority for appointments. The second extract is the definition of authority for the director and the relations of the director and members of

[1] It would be noted that the amount expended for salaries of employees does not include a salary for the director. In other words, no deductions have been made for this item.

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the board to the employees. These original rules are still in effect and, so far as my knowledge goes, no interference or domination has been exercised or attempted either by myself or by any other member of the board relative to the selection of appointees. On some occasions, however, on the request of the director or chief, wholesome cooperation and consultation have been exercised.

[Extracts from original rules of Federal board.]

AUTHORITY FOR APPOINTMENTS.

SECTION 1. The board should appoint all employees of the board. As these serve under the director, who is responsible for their work, the director should initiate their cases by recommending appointments. If the board finds the person recommended objectionable personally or believes a better appointment should be made, the recommendation should be rejected and the director instructed to submit another, until a person satisfactory to the board has been secured. Whenever the board can no longer trust the director, whoever he may be, to initiate recommendations, it would be advisable to get a new executive officer rather than to abandon the plan of centering responsibility in him for the work of the staff. At the same time, the members of the board should in like manner be free to suggest persons to the director for consideration before his recommendations are submitted and to discuss with him individually those under consderation.

AUTHORITY OF THE DIRECTOR AND RIGHTS OF EMPLOYEES.

The director.—The work of the director should be executive in character rather than legislative. He should be the executive officer of both the Federal board and the standing committee. In general his place should be that of recommendation to both regarding principles and policies, and he should feel free to submit suggestions and recommendations to both bodies, which are, after all, really one. At the same time he must recognize that final responsibility and power rests with the board or its committee; and it is the province and duty of the board to approve, reject, or amend his suggestions and recommendations.

When the board or its standing committee have decided upon a general plan of action or policy regarding any matter, it is the duty and responsibility of the director to carry out this plan or policy according to the decision of the board and not to depart from it without further instructions. This is said with the full recognition of the fact that at times it may become necessary for the director to exercise considerable administrative discretion in emergencies.

The office and supervisory staff should, with the exception of the work of the clerk of the board and committee and of the work of the stenographers serving as amanuenses for a board or committee member, discussed later, be under the charge of the director. This does not mean that the board and committee members are to be divorced from intimate contact with all of these. On the other hand, the more frequent and intimate are the conferences and contacts of the employees of the board with board members, the more intelligent, loyal, and efficient the work will be. The only thing to guard in order to avoid misunderstanding is that when the board or committee makes any final decision it should be made by the board or committee officially and not by individual members, unless it be in an emergency in a particular instance, subject to the afterapproval of the whole board or committee. Furthermore, the decision or direction of the board or committee should be made to the director and not to his staff, and the director should be held responsible for putting it into effect.

Complaints on the part of any employee should first be taken up with his immediate superior officer in writing. Then if not adjusted, carried in proper course, as indicated by the chart, to the director. When the director has made a decision or proposed adjustment of the matter, if the employee is not satisfied, he should feel free to carry his case to the standing committee, but not to the individual members of the committee. The members of the committee should refuse to discuss the complaint except in official session, where every opportunity should be given the employee to present his case without prejudice. Furthermore, he should be privileged to carry his case to the full board in the same way. But he should be expected wherever he terminates his case to accept the decision, favorable or adverse, cheerfully and abide by it. Employees of the board should be furnished with a copy of this ruling.

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The original appointees or staff members and the clerical force in the work of the Smith-Hughes vocational education law were almost entirely selected by the director, all such appointees of the staff being later certified by the Civil Service Commission and the clerical employees obtained from the registers of the Civil Service Commission. During the consideration by Congress of the Smith-Sears bills for disabled soldiers, sailors, and marines, and after the passage of the act, June 27, 1918, it became a matter of grave anxiety to the director, as well as to members of the board how and where competent persons could be obtained to fill the responsible positions of staff members. It will be remembered that during that very tense period when the United States was bending every effort to counter on the German drives that a great demand had been made by the United States upon all its resources, particularly scientific and technical men, mechanics, and teachers. Most of the men in these groups were already engaged either in or by the War Department, or in and by the essential war industries. The result was that the Federal board was confronted very early in the administration of this great humanitarian law with a most stupendous difficulty.

An opportunity had been afforded me in November, 1917, to visit the Canadian officials in Toronto charged with the work of rehabilitating and vocationally retraining disabled soldiers of the Canadian Army. I also visited some of their reconstruction hospitals, workshops, and offices where men were taking either therapeutic or practical training, and again in April, 1918, in company with Mr. Charles A. Greathouse, former member of the board representing agriculture, and Mr. Charles A. Prosser, former director, we were afforded an opportunity, by the courtesy of the Canadian officials administrating the soldiers and sailors' civil reestablishment act, to examine the work being done by them at several places in the Provinces of Nova Scotia, New Brunswick, Quebec, and Ontario. We were all pleased with the splendid effort our Canadian neighbors were making and we were particulraly impressed with the practical way they were handling the problem. At a joint hearing of the House Committee on Education and the Senate Committee on Education and Labor in April and May, 1918, we related the substance of the information and impressions we had gathered.

On the passage of the Smith-Sears Vocational Rehabilitation Act an immediate effort was made to obtain suitable employees. On or about July, 1918, the director requested me to assist him by recommending men who, in my opinion, could render efficient service to the board in this work and who might be free to accept employment. I therefore handed him a list of 30 men whom I personally knew to be exceptionally capable in their business and who also had the additional and very necessary qualification of knowing how to deal with men, either collectively or individually. Of this number 11 were later employed; 4 of them were machinists. All of these employees have since been certified by the Civil Service Commission after passing the necessary examination.

LIST OF MEN SUGGESTED FOR EMPLOYMENT BY ARTHUR E. HOLDER.

E. E. McNary, vocational instructor, Springfield, Mass.
John Connelly, machine-shop foreman, Boston, Mass.
Chas. F. Taylor,[1 2] quarterman, Boston Navy Yard, Mass.
P. J. Brady,[1] photoengraver, New York City.
F. F. Moran,[1] printing pressman, New York City.
George Stein,[1] printing pressman, New York City.
Mr. Edwards, printer or photoengraver, New York City.
E. E. Greenawalt, cigar manufacturer, Lancaster, Pa.
A. J. Bowers, cigar manufacturer, Reading, Pa.
A. E. Rhodes, mechanical engineer, instructor, drafting room, high school, Wilmington, Del.
A. J. Berres,[1] pattern maker, Washington, D. C.
Edward Nothnagle,[1] electrician, Washington, D. C.
W. W. Fowler,[2] office manager, Washington, D. C.
H. A. Stevens,[2] office manager, Washington, D. C.
Ed. P. Turner,[1 2] boiler maker, Washington, D. C.
Mr. Jones,[2] machinist, Watervliet, N. Y.
Henry Gruetzner,[2] machine-shop foreman, New York City, applied for employment to Dr. Prosser and I at New York State Federation of Labor convention, August, 1919, in United States employment service.
W. H. Magee,[2] vocational instructor, Richmond, Va.

[1] Trade-unionists. [2] Employed.

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Frank Duffy,[1] carpenter, Indianapolis, Ind.
I. Mitchell, mechanical engineer, Nashville, Tenn.
Chas. F. Gregory, railroad master mechanic, St. Louis, Mo.
Earle Griggs,[1 2] printer, Atlanta, Ga.
Chas. McCarthy, journalist, Madison, Wis.
Stewart Scrimshaw,[1] bricklayer, Madison, Wis.
A. L. Urick,[1] State Board for Vocational Education, Commissioner Bureau of Labor Statistics, Des Moines, Iowa.
Alfred Shepherd,[1 2] machinist, engineer, electrician, Des Moines, Iowa.
Thos. F. Callahan,[1 2] mechanical engineer, Chicago, Ill.
L. J. Quimby,[1 2] employing printer, Omaha, Nebr.
I. Colodny, ex-officer State Board Vocational Education, Phoenix, Ariz.
Willet M. Hays, former Assistant Secretary Agriculture.

Recommendations	30
Trade-unionists	16
Number employed	11
Machinists employed	4

This covers in full the employees of the staff whose names I suggested and whose employment I recommended. At later periods when men applied in the regular way for positions, either through the director or through the Civil Service Commission, and used my name as a reference I had no hesitancy in stating what I knew about them and their qualifications.

With this brief, plain, preliminary statement, I now answer the specific questions asked by Mr. Blanton by first submitting Table No. 1 which shows the ment in placement work, the trade-unions in which they hold membership (where such information is available), the office in which they were working on April 1, 1920, and the salaries they were receiving on that date.

TABLE No. 1.—*List of staff personnel in placement section showing trade-union organizations in which they hold membership.*

Name.	Salary.	Office or district.
INTERNATIONAL ASSOCIATION OF MACHINISTS.		
Estle, John F	$3,500	Central office.
James, Harry	2,400	Do.
Taylor, Chas. F	3,600	Do.
Brunson, H. L	4,000	Do.
Ballenger, John F	2,400	Do.
Muirhead, James W	2,400	District No. 1.
Murphy, William J	2,500	Do.
Jones, John W	2,750	District No. 2.
Kohsick, Oscar C	2,500	Do.
Gruetzner, Henry C	2,500	Do.
Dixon, Edward O	2,400	Do.
Durbin, Charles A	2,000	Do.
Jones, Arthur E	2,400	Do.
Benway, Stillman A	3,000	Do.
Briggs, Riley R	3,000	Do.
Kehoe, John J	2,400	District No. 3.
Wheeler, S. Robert	2,400	District No. 4.
Bottoms, Clarence E	2,200	Do.
Shepherd, Alfred	2,500	District No. 5.
Rees, Henry Lloyd	2,400	Do.
Dye, Charles Edward	2,400	District No. 6.
Harris, Benjamin Edward	2,200	Do.
Pierce, Ansel R	3,000	District No. 7.
Berg, Lawrence G	2,500	District No. 8.
Braun, Fred C	3,000	Do.
Lamb, Benjamin F	3,000	District No. 9.
Evans, William F	2,750	District No. 11.
Morrison, James	2,500	District No. 12.
FEDERAL EMPLOYEES' UNION.		
Hubers, T	2,500	Central office.
Williams, John F	2,200	District No. 4.
Mattsson, Carl O	2,000	District No. 10.
Lewis, Charles G	2,500	District No. 11.
TYPOGRAPHICAL UNION.		
Doty, Thomas E	2,400	Central office.
Ashley, Walter Q	2,400	Do.
Ryan, John W	2,400	District No. 1.
Minton, Thomas J	2,750	Do.

[1] Trade-unionists. [2] Employed.

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TABLE No. 1.—*List of staff personnel in placement section showing trade-union organizations in which they hold membership*—Continued.

Name.	Salary.	Office or district.
TYPOGRAPHICAL UNION—continued.		
Campbell, Frank P	$1,500	District No. 4.
Davis, John Lee	2,400	District No. 5.
Griggs, Earle E	2,400	Do.
Pomeroy, John R	2,100	District No. 7.
Hinch, Arch D	2,400	Do.
Nietzel, John C	2,400	District No. 9.
MARBLE WORKERS' UNION.		
Guenther, Charles	2,500	District No. 3.
MINE WORKERS' UNION.		
Wilson, William B., jr	2,200	District No. 3.
BROTHERHOOD OF CARPENTERS AND JOINERS.		
Wood, Winfield S	2,500	District No. 1.
MacMillan, William J. S	2,500	District No. 2.
Dalton, Arthur J		District No. 4.
Zeller, Fred William	2,000	District No. 10.
PLASTERERS' OPERATIVE INTERNATIONAL ASSOCIATION.		
Tantillo, Benedict	2,400	District No. 2.
Wing, John	2,000	District No. 10.
Norris, William Joseph	2,200	Do.
Wagner, Ernest	2,000	Do.
Olson, Louis M	2,000	Do.
HATTERS' UNION.		
Deignan, Patrick I	2,000	District No. 2.
INTERNATIONAL BROTHERHOOD OF ELECTRICAL WORKERS.		
Schlueter, Harry	2,750	District No. 2.
McCool, Luke A	2,400	District No. 3.
Fredericks, Leif	2,200	District No. 10.
Miller, Howard L	2,200	Do.
Mitchell, Frank	2,000	Do.
BOILER MAKERS, IRON-SHIP BUILDERS, AND HELPERS OF AMERICA.		
Turner, E. P	3,000	District No. 5.
Degnan, A. L	2,750	District No. 9.
ORDER OF RAILROAD TELEGRAPHERS.		
Herwick, J. W	2,500	District No. 7.
RETAIL CLERKS' UNION.		
Manning, Dennis F	2,500	Central office.
PAINTERS AND DECORATORS' UNION.		
Bugg, Ray Sterling	1,800	Central office.
STAGE EMPLOYEES' UNION.		
Batten, James C	3,000	Central office.
PATTERN MAKERS' ASSOCIATION.		
Crandall, Chauncey M	2,400	District No. 1.
Cooke, Charles Ralph	2,400	Do.
Stewart, John M	2,400	Do.
Spinney, Myron R	3,500	Do.
Hallowell, Samuel P	2,400	District No. 3.
Chisholm, Walter	2,000	District No. 8.
Hunter, Hugh L	3,500	Do.
Fiske, Wayland E	2,400	District No. 9.
UNITED ASSOCIATION OF PLUMBERS AND STEAMFITTERS.		
Bennett, John	2,000	District No. 10.
PACKING EMPLOYEES' UNION.		
Brady, Fred R	2,000	District No. 10.

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Table No. 2 is a list of employees in the placement section about whom there is no record of affiliation.

TABLE No. 2.—*List of staff personnel in placement section who either have no affiliation with labor organizations or who did not furnish such information.*

Name.	Salary.	Office or district.	Affiliation.
Marcus E. Lynch	$3,500	Central office	Not affiliated.
Andrew E. Rutter	2,400	do	Do.
Thomas N. Williams	1,800	do	Do.
Harris W. Angier	2,100	District No. 1	Do.
Alfred A. Doucet	2,400	do	Do.
Wm. Gerard Ennen	2,400	do	Do.
Charles M. Wallace	2,400	do	Do.
Frank F. Hutchings	2,400	do	Do.
Albert J. Haas	2,500	District No. 2	Do.
John F. X. O'Connor	2,400	do	Do.
Walter Jerome Wheeler	2,496	do	Do.
Lester W. Pyle	2,400	do	Do.
William Nicholl	2,400	do	Do.
Leo. F. A. McAuliff	2,750	do	Do.
Walter F. Maddison	2,750	do	No information.
James Wells Fear	2,000	do	Do.
John W. Green	2,400	do	Do.
Paul T. Clifford	2,100	do	Do.
Charles R. Bohn	2,400	do	Do.
J. Arthur Christie	2,400	do	Not affiliated.
William Albert Chappell	2,300	do	Do.
Garfield W. Weaver	3,500	District No. 3	Do.
Hugh I. Millard	3,000	do	No information.
Edward S. Pierce	2,500	do	Not affiliated.
John J. Haslam	2,500	do	Do.
Fred C. Farr	2,400	do	No information.
Josephus B. Ferguson	2,400	do	Do.
John A. Gaffney	2,400	do	Do.
Michael B. Reap	2,400	do	Not affiliated.
Clarence F. Hynes	2,400	do	No information.
Franklin E. Allen	2,400	do	Do.
Albert B. String	2,400	do	Do.
Michael J. Shortley	2,100	do	Not affiliated.
Harry J. Crosson	2,200	do	No information.
Charles M. Hepburn	2,000	do	Do.
Winfield Ernst Gehres	1,800	do	Do.
Samuel Danzinger	2,750	District No. 4	Do.
Isiah Dunn Clawson	2,400	do	Do.
Charles Francis Sargent	2,400	do	Do.
R. Edwin Joyce	2,400	do	Do.
Thurlow K. Albaugh	2,400	do	Do.
John T. Crowley	2,400	do	Do.
Charles Edward Hummel	1,900	do	Do.
Kenneth Miller	1,800	do	Do.
R. L. Bynum	2,500	District No. 5	Not affiliated.
Andrew McElroy	2,500	do	No information.
Harold Smedal	2,400	do	Do.
D. R. Crenshaw	2,400	do	Do.
Vivian J. Brawley	2,000	do	Do.
William I. Hoskins	2,750	District No. 6	Not affiliated.
Thaddeus O. Hutto	2,500	do	No information.
Harry B. Graves	2,500	do	Do.
Edgar L. Grover	2,400	do	Not affiliated.
Thos. P. Turner	2,400	do	No information.
Wilbert Black	2,400	do	Do.
Gordy Louis Bussy	2,200	do	Do.
Edwin B. Tebo	2,000	do	Not affiliated.
Eugene C. Graham	3,500	District No. 7	Do.
Paul Hand	2,750	do	No information.
Victor Rainbolt	2,400	do	Do.
Patrick Henry Hagerty	2,400	do	Not affiliated.
Don Pedro Branson	2,400	do	Do.
William T. Hatcher	2,400	do	No information.
John William Webb	2,400	do	Do.
John Jos. Rooney, jr	2,400	do	Do.
John Kane	2,400	do	Do.
Olaf F. Knudsen	1,800	do	Do.
Julius F. Taschen	2,750	District No. 8	Do.
Ross Winship	2,500	do	Do.
George William MacNurlen	2,400	do	Do.
David C. Hibbott	2,400	do	Do.
John Joseph Osborne	2,400	do	Do.
James G. Boor	2,400	do	Do.
W. G. Scott	2,000	do	Do.
John Douglas Scott	2,400	do	Do.
George Salter	2,400	do	Not affiliated.

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TABLE No. 2.—*List of staff personnel in placement section who either have no affiliation with labor organizations, etc.*—Continued.

Name.	Salary.	Office or district.	Affiliation.
James H. Thomas	$2,100	District No. 8	No information.
Charles Miller	2,000	do	Do.
Joseph C. Cunningham	2,000	do	Do.
Harry Gordon	1,800	do	Do.
George A. Sullivan		do	Do.
Benjamin G. Baird	2,750	District No. 9	Not affiliated.
Ernest M. Dunaway	2,400	do	Do.
J. P. Cahill	2,400	do	Do.
John J. Ryan	2,400	do	No information.
William I. Potter	2,400	do	Do.
Ralph A. Conrads	3,500	District No. 11	Not affiliated.
Charles W. Ihle	2,400	do	Do.
Ross M. Grindle	2,400	do	No information.
Joseph W. Palmer	2,000	do	Do.
Thomas F. Rodgers	2,000	do	Do.
Earl R. Hoage	2,000	do	Do.
James S. Mills	2,000	do	Do.
F. M. Ballard	2,400	District No. 12	Do.
John Virgil Crowe	2,400	do	Do.
John McKee Dodd	2,000	do	Do.
Harry Merton Snell	2,750	do	Do.
H. D. Hicker	2,000	do	Do.
G. G. Morgan	1,800	do	Do.
J. N. Bowman	2,750	District No. 13	Do.
Kenneth L. Cooper	2,400	do	Do.
John A. Bush	2,400	do	Do.
Fred E. Hamilton	2,400	do	Do.
Jesse O. Wilkinson	2,100	do	Do.
Norman W. Engle	2,100	do	Do.
John Surbridge	2,100	do	Do.
Jas. H. O'Reilley	2,100	do	Do.
Reed C. Mills	2,100	do	Do.
Clyde Arthur Jay	3,500	District No. 14	Not affiliated.
John B. Leake	2,400	do	Do.
Richard W. Tanner	2,400	do	No information.
Edwin A. Turner	2,400	do	Do.
William Leon Culberson	2,400	do	Do.
Charles F. Gordon	2,400	do	Do.
Pete T. Joseph	2,400	do	Not affiliated.
Clifford L. Batson	2,400	do	Do.
Clarence John Williams	2,400	do	No information.
Read Johnson	2,400	do	Do.
Theron Roscoe Hearon	2,400	do	Do.
John I. Negley	2,200	do	Not affiliated.

Table No. 3 is a list of employees in the placement section who have not only had experience as practical working mechanics, but have also had experience as proprietors, superintendents of motive power on railroads, master mechanics, general foremen, foremen, quartermen, or experienced in some other supervisory capacity in the essential industries of the land.

TABLE No. 3.—*Placement men who have held supervisory positions, such as foremen, superintendents, etc.*

Name.	Salary.	Office or district.
Estle, John F	$3,500	Central office.
Hubers, T	2,500	Do.
Taylor, Charles H	3,600	Do.
Brunson, H. L	4,000	Do.
Doty, Thomas E	2,400	Do.
Bugg, Ray Sterling	1,800	Do.
Ballenger, John F	2,400	Do.
Ashley, Walter Q	2,400	Do.
Lynch, Marcus E	3,500	Do.
Hutchings, Frank	2,400	District No. 1.
Muirhead, James W	2,400	Do.
Cooke, Charles Ralph (business manager)	2,400	Do.
Stewart, John M	2,400	Do.
Jones, John W	2,750	District No. 2.
MacMillan, William J. S	2,500	Do.
Kohsiek, Oscar C	2,500	Do.
Gruetzner, Henry C	2,500	Do.
Tantillo, Benedict	2,400	Do.
Jones, Arthur E	2,400	Do.

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TABLE No. 3.—*Placement men who have held supervisory positions, such as foremen, superintendents, etc.*—Continued.

Name.	Salary.	Office or district.
Deignan, Patrick I	$2,000	District No. 2.
Benway, Stillman A	3,000	Do.
Schlueter, Harry	2,750	Do.
Maddison, Walter F	2,750	Do.
Bohn, Charles R	2,400	Do.
Green, John W	2,400	Do.
Fear, James W	2,100	Do.
Christie, J. Arthur	2,400	Do.
O'Connor, John F. X	2,400	Do.
McAuliff, Leo F. A	2,750	Do.
Pierce, Edward S	2,500	District No. 3.
Weaver, Garfield W	3,500	Do.
Ferguson, Josephus B	2,400	Do.
Millard, Hugh I	3,000	Do.
String, Albert B	2,400	Do.
Gehres, Winfield E	1,800	Do.
Crosson, Harry, jr	2,200	Do.
Hallowell, Samuel P	2,400	Do.
Kehoe, John J	2,400	Do.
McCool, Luke A	2,400	Do.
Williams, Thomas N	2,200	District No. 4.
Danzinger, Samuel	2,750	Do.
Miller, Kenneth	1,800	Do.
Dalton, Arthur J		Do.
Brawley, Vivian J	2,000	District No. 5.
McElroy, Andrew	2,500	Do.
Bynum, R. L	2,500	Do.
Davis, John Lee	2,400	Do.
Rees, Henry Lloyd	2,400	Do.
Tebo, Edwin B	2,000	District No. 6.
Hoskins, William I	2,750	Do.
Grover, Edgar L	2,400	Do.
Turner, Thomas P	2,400	Do.
Graves, Harry B	2,500	Do.
Herwick, J. W	2,500	District No. 7.
Kane, John	2,400	Do.
Hatcher, William T	2,400	Do.
Hagerty, Patrick Henry	2,400	Do.
Pomeroy, John R	2,100	Do.
Hunter, Hugh L	3,500	District No. 8.
Miller, Charles	2,000	Do.
Thomas, James H	2,100	Do.
Taschen, Julius F	2,750	Do.
Scott, John D	2,400	Do.
Scott, W. G	2,000	Do.
Salter, George	2,400	Do.
Gordon, Harry	1,800	Do.
Chisholm, Walter	2,000	Do.
Dunaway, Ernest M	2,400	District No. 9.
Potter, William I	2,400	Do.
Fiske, Wayland E	2,400	Do.
Ryan, John J	2,400	Do.
Zeller, Fred William	2,000	District No. 10.
Wagner, Ernest	2,000	Do.
Norris, William Joseph	2,200	Do.
Brady, Fred R	2,000	Do.
Grindle, Ross N	2,400	District No. 11.
Evans, William F	2,750	Do.
Crowe, John Virgil	2,400	District No. 12.
Snell, Harry Merton	2,750	Do.
Ballard, F. M	2,400	Do.
Bush, John A	2,400	District No. 13.
Joseph, Pete T	2,400	District No. 14.
Gordon, Charles F	2,400	Do.
Jay, Clyde Arthur	3,500	Do.
Batson, Clifford L	2,400	Do.
Williams, Clarence John	2,400	Do.
Peckenpaugh, David L	2,400	Do.

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Table No. 4 is a list of employees in the placement section who are attorneys at law or who have had training in law.

TABLE No. 4.—*List of staff personnel in placement section who are lawyers, or who have had training in law.*

Name.	Salary.	Office or district.
Brunson, H. L.	$4,000	Central office.
Batten, James C.[1]	3,000	Do.
Ennen, William G.[1]	2,400	District No. 1.
Wallace, Charles M.[1]	2,400	Do.
Ryan, John W.[1]	2,400	Do.
Chappell, William A.[1]	2,300	District No. 2.
Shortley, Michael G.[1]	2,100	District No. 3.
Albaugh, Thurlow K.[1]	2,400	District No. 4.
Clawson, Isaiah D.	2,400	Do.
Hinch, Arch. D.	2,400	District No. 7.
Berg, Lawrence G.	2,500	District No. 8.
Braun, Fred C.	3,000	Do.
Hunter, Hugh L.	3,500	Do.
Potter, William I.[1]	2,400	District No. 9.
Degnan, A. L.[1]	2,750	Do.
Cahill, J. P.[1]	2,400	Do.
Ihle, Charles W.	2,400	District No. 11.
Mills, Reed C.	2,100	District No. 13.
Hamilton, Fred E.	2,400	Do.
Culberson, William Leon[1]	2,400	District No. 14.
Negley, John.	2,200	Do.

[1] Studied law.

Table No. 5 is a list of employees in the placement section who are ex-service men.

TABLE No. 5.—EX-SERVICE MEN IN THE PLACEMENT SECTION.

Central office:
- W. Q. Ashley.
- John F. Ballenger.
- Ray S. Bugg.
- A. J. Dalton.
- Theo. Hubers.
- Andrew E. Rutter.
- Thos. N. Williams.

District No. 1:
- Harry W. Angier.

District No. 2:
- Chas. R. Bohn.
- F. O. Burglund.
- William Nicoll.
- C. G. Wirt.

District No. 3:
- F. E. Allen.
- M. B. Reap.
- M. J. Shortley.
- William B. Wilson, jr.
- Fred C. Farr.

District No. 4:
- T. K. Albaugh.
- F. P. Cambell.
- C. E. Hummel.
- K. F. Miller.
- Chas. F. Sargent.

District No. 5:
- Vivian J. Brawley.
- D. R. Crenshaw.

District No. 6:
- E. L. Grover.
- T. O. Hutto.
- William I. Hoskins.

District No. 7:
- John Jos. Rooney, jr.
- D. P. Branson.
- O. F. Knudsen.
- Ansel Pierce.
- John Kane.

District No. 8:
- W. G. Scott.

District No. 9:
- None.

District No. 10:
- F. B. Mitchell.

District No. 11:
- Jos. W. Palmer.

District No. 12:
- John Virgil Crowe.
- J. M. Dodd.

District No. 13:
- John A. Bush.
- Fred E. Hamilton.
- Jas. H. O'Reilly.
- John Surbridge.
- Jesse O. Wilkinson.

District No. 14:
- W. L. Culberson.
- T. R. Hearon.
- P. T. Joseph.
- J. B. Leake.
- J. I. Negley.
- Read Johnson.

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NUMBER OF EX-SOLDIERS IN THE PLACEMENT SECTION.

Central office	7
No. District—	
1	1
2	4
3	5
4	5
5	2
6	3
7	5
8	1
9	0
10	1
11	1
12	2
13	5
14	6
Total	48

An analysis of these tables of employees in the placement section shows there was a total of 196 such employees on April 1, 1920; 75, or 38.25 per cent, were members of trade-unions; 39, or 20 per cent, have no affiliation; 82, or 41.75 per cent, there is no knowledge or record of affiliation.

Of the 75 men who are members of trade-unions 28, or 37 per cent, are members of the International Association of Machinists. The remainder are scattered throughout 16 other trade-unions.

A further digest of the tables shows that of the placement personnel 87, or 45 per cent, have held supervisory positions in industry of considerable importance; 48 of the number, or 24.5 per cent, are ex-service men; 19, or 9 per cent of the whole, are attorneys at law or have had training in law.

Answering Mr. Blanton's questions as they appear on pages 962 to 971, inclusive, of the hearings of April 29, I find that Mr. Barnes was not a member of a trade-union and has not been in the service of the Federal board since the fall of 1919.

Two men by the name of Jones are employed in the placement section of the New York office (district No. 2)—Mr. John W. Jones, appointed December 16, 1918, and whose salary April 1, was $2,750 per annum, and Mr. Arthur E. Jones, whose salary on April 1, was $2,400 per annum. Both men are members of the machinists' union. Dr. Prosser engaged Mr. John W. Jones after my introduction some months previous to his appointment.

Mr. Leo F. A. McAuliffe, an employee of the placement section, District No. 2, receives a salary of $2,750 per annum. He is not a member of a trade-union.

Mr. Lester W. Pyle, an employee of the placement section of district No. 2, is a civil engineer, landscape architect, and scientific agriculturist. He is not affiliated with any trade-union. His salary on April 1 was $2,400 per annum.

The question was put to me concerning a Mr. Schlouder. I find no man of that name on our rolls, but there is an employee in the placement section of district No. 2 by the name of Harry Schleuter. Probably this is one and the same person. He is an expert electrician, has been a foreman, and is a practical mechanic. He is a member of the International Brotherhood of Electrical Workers. His salary, April 1, was $2,750 per annum.

Mr. Benedict Tantillo is a member of the plasterers' association. His salary on April 1 was $2,400.

Mr. Marcus E. Lynch, connected with the placement section at central office, Washington, D. C., has had a varied business experience as well as research and statistical experience. He is not affiliated with a trade-union. His salary on April 1 was $3,500 per annum.

Mr. John F. O'Connor has had a varied business experience. He is not affiliated with a trade-union. His salary on April 1 was $2,400 per annum.

Mr. James A. Fahey is deceased.

My testimony on page 967 concerning Mr. Walter Wheeler is in error. I do not know Mr. Walter Wheeler. He is an employee in the placement section of district No. 2. He has had a business experience as sales manager and traveling salesman. He is not affiliated with a trade-union. His salary on April 1 was $2,496 per annum.

I had unwittingly confused Mr. Walter Wheeler with Mr. Robert S. Wheeler, who was appointed on December 8, 1918, for service in the Baltimore office (district No. 4). This is the Mr. Wheeler to whom I referred on page 968. He was very highly recommended to me by some of the prominent supervisors and mechanics and draftsmen in the Norfolk Navy Yard. His salary on April 1 was $2,400 per annum.

Answering the inquiry put to me concerning my connection with the Trade Union College of Washington (question to be found on p. 970), I find that I

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was elected to associate membership in that college on March 5, 1920, and complied with the requirements of Article II, section 5, of the constitution of that institution by remitting a nominal annual membership fee.

To the best of my knowledge and belief, I think this correctly answers all of the questions asked me.

For the sake of this record, and particularly in behalf of its historical value and to give credit where credit is due, I incorporate herewith a statement from the proceedings of the thirty-seventh convention of the American Federation of Labor, held at Buffalo, N. Y., November, 1917, pages 79 and 80, which verifies the fact that the trade-unionists of the United States are entitled to the primary credit for the preparation of the original compensation feature to the war risk insurance act in behalf of the disabled soldiers, sailors, and marines.

"SOLDIERS' AND SAILORS' COMPENSATION.

"One of the most conspicuous services rendered by the committee on labor of the Council of National Defense is the soldiers' and sailors' compensation legislation. In the first meeting of the executive committee of the committee on labor, compensation to be paid to soldiers and sailors and the problem of taking care of their families were discussed. Later, through Mr. Gompers, the matter was presented to the Council of National Defense with the suggestion that the committee on labor be authorized to take up the whole subject matter and to draft appropriate legislation. The suggestion was approved by the Council of National Defense. Mr. Gompers appointed Judge Julian W. Mack as chairman of the committee to draft the legislation. This committee reported to the executive committee of the committee on labor the most comprehensive legislation of this character ever drafted.

"Judge Mack and his committee afterwards cooperated with the committee appointed by the Treasury Department to investigate the matter of insurance for soldiers and sailors and to make report to that department. As a result of confrence the bill, as drawn by Judge Mack, was adopted as the report of the Treasury committee and in this form was approved by the Council of National Defense and the President of the United States. The bill thus became an administration measure.

"The military and naval compensation and insurance bill extends the work of the Bureau of War Risk Insurance, which was established at the beginning of the war, first, to provide insurance for ships and then for merchant seamen. It is a great step forward in giving to the men in the service not charity but justice, in telling them in advance just what they will get, and thus freeing them and their families from that worst of all fears, the fear that they and their loved ones may become objects of charity.

* * * * * * *

"If a man becomes disabled or dies in the line of duty, he and his family are no longer given a gratuitous pension, but they are given compensation, in analogy to the compensation given to working men in the civil employment of the Government. But this disability compensation differs from that provided in any other law, State, national, or international. It takes the family as the unit that is serving the country, not the individual man. It bases the compensation upon the size of the family from time to time. While a totally disabled bachelor will get $30 a month, the man with a wife and four children will get $75 a month. Twenty dollars is added if a nurse or attendant is required; $10 more if a man has a dependent widowed mother, but if he loses both feet, both hands, both eyes, or becomes totally blind, or helplessly bedridden, he gets $100 a month regardless of whether he is married or not.

"In case of his death resulting from injuries or disease received in the line of duty, the widow and children and widowed mother get sums ranging from $20 to $75 a month, according to the size of the family. And no distinction is made between a private and the highest officer.

"But the great new feature of this bill, the feature that marks it as the most progressive social legislation of any country in the war, is the insurance article. Men who go into the war can not protect themselves by insurance because private companies necessarily charge a prohibitive rate. Under this law the entire people bear the war risk. The Government is selling insurance to the men at peace-time rates; but more than this, it is not even charging what private companies charge in peace times; it cuts off all that they add for expenses. And this is done because the Government, in the first place, has only the expense of ad-

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ministration and none of the other expenses that private companies have, and, in the second place, because it was believed right and just that the entire people should bear the cost of administering this branch of the service. And as the only sensible kind of insurance for a man to take when, as in these cases, he is about to go into an extra-hazardous employment for a short time, it is the cheapest possible insurance, the Government is offering only that a yearly renewal term insurance that costs a man of 29 about $8 per thousand annually. But as that kind of insurance costs more each year and would be a terrible burden if the man reached old age, the law compels him to change it into one of the ordinary forms, costing somewhat more but much better as a permanent thing, within five years after the war. This permanent insurance, however, will also be issued at net rates without any charge for expenses.

"Men must make up their minds promptly whether they want the insurance or not. They are given four months' time, and any man, private or officer, can take from $1,000 to $10,000 worth of it. The insurance is wisely guarded. It can not be assigned; it can not be taken by creditors either of the insured or of the beneficiary; it is payable only to certain relatives—wife, child, grandchild, parent, brother, or sister, and when it falls due it will not be paid out in a lump sum, but in monthly installments over a period of 20 years, with 3½ per cent interest on the unpaid installments. That means that on a $10,000 insurance policy the family will get $57.50 a month for 20 years. And for good measure the Government has thrown in this additional provision—that if a man becomes totally and permanently disabled these monthly payments will begin and they will continue during his entire life, even though he lives more than 20 years."

This action by the executive council was referred to the committee on report of the executive council, which reported as follows on the soldiers and sailors' compensation law, Buffalo convention proceedings, pages 318–319:

"Your committee desires to express its well-considered approval of the soldiers and sailors' compensation legislation. With the assistance of the executive council, protective insurance was established for our soldiers and sailors and their dependents, more thoroughgoing in its provisions and more protective of the interests of those who are going to bear the heat of battle than has been enacted in any other country.

"Through the executive council's efforts and under its guidance, a governmental insurance feature has been established upon a fundamentally sound basis and in harmony with the position of the American trade-union movement relative to the protection of those whose labor and whose lives contribute to the welfare and defense of our Nation.

* * * * * * *

"The report of the committee was adopted unanimously by the convention."

At the next convention (thirty-eighth) held at St. Paul, Minn., June 10–20, 1918, the following is a copy of the report of the executive council on the soldiers' and sailors' rehabilitation legislation which was pending in Congress at that time:

"SOLDIERS' AND SAILORS' REHABILITATION MEASURE.

"This measure is a corollary of the war risk insurance measure and rounds out a beneficent and humanitarian policy to be adopted by this country. In former wars there has been left in their train a vast multitude of men who because of their injuries have been incapacitated to follow their former vocations, or have become dependents upon society. Under the spur of modern thought and action, the welfare of humanity has become the chief activity of our interest and the measures referred to are calculated to rehabilitate, reeducate, refit, and return to industry in whatever capacity science and physical ability may suggest for the disabled victim of the war. In fact, with the rehabilitation measure enacted into law, coupled with the war risk insurance law, our country will have taken an advanced step in the welfare of its citizens. With the passage of this measure there will rest a Herculean task on the Federal Board for Vocational Education to perform, for these bills provide that the administration of the reeducation, refitting, and returning to industry shall be in charge of the board mentioned. It is interesting to recall that the American Federation of Labor for a number of years stood sponsor for and actively urged the adoption by Congress of a Federal vocational education law; its efforts were finally crowned with success. This board during its infancy (for it has only been in

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existence approximately a year) has extended the work of aiding the States in establishing State systems of vocational training. As it is now equipped with data and an experienced personnel, t s capable to admnster the provisions of the data and an experienced personnel, it is capable to administer the provisions of the rehabilitation and reeducation laws.

"The American Federation of Labor is particularly interested in the reeducation and the reentry of disabled soldiers and sailors into industry. The members of our organizations will have an opportunity to perform an invaluable service to society in cooperating with the Federal Board for Vocational Education in carrying on its work. In all of the countries actively engaged in the present war work of a similar character is being performed, and in those countries the organizations of labor are giving their hearty support and cooperation. It is, perhaps, unnecessary to bespeak the cooperation of the American labor movement in this great humanitarian work, for it can be confidently expected that in every locality of our country where our organizations are located, there the members of these unions will give material assistance to the carrying out of this great national humanitarian work. Representatives of the American Federation of Labor assisted in the framing of the bill, and the membership will without doubt assist in the execution of the law. That there may be a close cooperation, it has been suggested (and that suggestion is offered for approval) that the executive council will be authorized by the convention to cooperate with the Federal Board for Vocational Education in assisting in administering the law when it shall have been passed. The duty of the hour requires that all classes of citizens, whether they be employers or employees, give a full measure of support and active cooperation in administering a law which has for its purpose the making of disabled soldiers and sailors productive members of society.

"Your committee recommends that the convention indorse this portion of the executive council's report.

"The report of the committee was adopted by unanimous vote of the convention."

This attitude of the national convention has been overwhelmingly indorsed and supported by delegates to separate national and international trade-union conventions, by State federations of labor, by city central labor unions, and by numerous local affiliations. The attitude of the working people of the United States (union and nonunion) toward the vocational rehabilitation of the disabled soldiers, sailors, and marines has been exceptionally helpful, wholehearted, and typically American. To those whose recent life, like mine, has been part and parcel of this great humanitarian work, the response from the workers has been most encouraging. But not less so than that of our employers—and whose attitude has not been sufficiently described in the testimony previously gathered by this committee—it is a great pleasure and satisfaction to be able now to record for the benefit of the Committee on Education, and for the benefit of society in general, that our employers in commerce and in industry have cooperated in behalf of placement training, or which is at times termed placement on the job, or placement in the job, with wonderful unanimity. These two forces in American industry show a marvelous willingness to forego old-time trade ethics and do everything within their power to make the disabled man to feel at home in the shops, offices, and factories, and to give them the full benefit of their technical knowledge during the period of training, and not consume their time during such period for the purpose of production. Training is the goal, productivity will follow as a matter of course.

On May 1, 1920, 13,753 men had been approved for training in the job; 8,997 have been inducted into such training. A part of this number have either discontinued training and accepted profitable employment or, because of sickness, have taken a temporary layoff. Nevertheless, on that date (May 1) 7,230 of our men were still taking placement training, and in passing it must be recorded that the largest proportion of disabled men now taking mechanical training in schools and institutions will have to finish their training in the job so as to be familiar with the commercial or manufacturing requirements, but, of course, such additional training will not be necessarily a long drawn-out period.

Mr. CHAIRMAN. I want the privilege to place in the record the most important document published by the Federal Board for Vocational Education. The original draft was written by Mr. H. L. Brunson, it was afterwards reviewed by Mr. Prosser and his staff and finally completed by Mr. Munroe and me. Its formal name in the records of the board is Miscellaneous 38, but its real

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name should be "The Magna Charta for Retraining Disabled Human Beings." After this document was completed it was sent simultaneously to the officials of the United States Chamber of Commerce, the National Association of Manufacturers, the American Federation of Labor. These officials were asked for their comments and criticism. It is a great gratification to be able to say at this time that it was acceptable to all these interests.

It was then sent to the local organizations of trade, commerce, and labor, and not one word has reached this office showing any dissent, complaint or criticism, but many who have received it have expressed themselves as being extremely pleased because it combines a comprehensive cooperation of the Federal Government with Educational interests, resources of capital, skill, and knowledge of labor and agriculture in behalf of the young men who offered themselves for the supreme sacrifice. I hope the members of the committee may take time to go over this brief statement and realize that it was and is the base of the action of the board for real, practical training to replace our disabled men back in civilian life in as good, if not better, shape than when they left it. The idea of upgrading wherever it has been feasible has constantly been kept in mind.

MISCELLANEOUS 38—THE MAGNA CHARTA OF THE FEDERAL BOARD.

"JUST HOW DOES THE FEDERAL BOARD PROPOSE TO DISCHARGE ITS DUTIES?

"In dealing with the disabled man, the board expects to treat him throughout as a civilian needing advice and assistance; to approve his choice of occupation unless, after careful investigation, sound opinion shows it to be inadvisable; to train him to meet the needs of the occupation he has elected; to urge him to make the most of his opportunity to overcome his handicap by taking thoroughgoing instructions; to help him to secure desirable permanent employment; and to keep in close touch with him after he goes to work.

"As soon as the military authorities have decided that any disabled man is to be discharged from the hospital and returned to civilian life, it becomes the duty of the Federal board, through its vocational advisers in hospitals, to deal with the problem of training him and of placing him in civilian employment. This task involves five possible steps:

"(*a*) Election by the disabled man of a course of training.
"(*b*) Preliminary training to fit him for a definite occupation or pursuit.
"(*c*) A probationary period of employment in that occupation or pursuit.
"(*d*) Placement in suitable employment in the occupation or pursuit.
"(*e*) Follow-up work to safeguard his interests.

"ELECTION BY THE DISABLED MAN OF A COURSE OF TRAINING.

"Representatives of the Federal board will confer with each disabled man before his discharge from the hospital. If he is able to resume his former occupation successfully or to follow some new occupation without special training, the Federal board will assist him, if he so desires, to secure employment therein. Should he elect, even under these circumstances, to take additional training for his occupation before he enters upon employment, the law provides that he may do so at the expense of the Government, under conditions determined by the Federal board. If, however, he is unable to pursue his old occupation or to enter successfully upon a new occupation, he may be trained by the Federal board for any vocation or pursuit that he desires to follow and in which, in the opinion of the board, he is likely to become proficient.

"In advising as to future employment, representatives of the board have equipped themselves with information concerning the requirements and opportunities of the various occupations. Much of this information is furnished to the men in printed form. The representatives are informed concerning the kinds of occupations from which certain types of handicap are shut out.

"Every effort is being made to assist the disabled man toward that occupation in which he is most interested and for which, because of his aptitude and experience on the one hand and his handicap on the other, he is best suited. In order to utilize previous knowledge and skill, the disabled man is advised—other things being equal—to elect training, should he need it, for the industry, business, or pursuit in which he was engaged before the war, or for one akin to it.

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"The length of this course of preliminary training varies greatly according to the ability, ambition, and handicaps of the man and the requirements of the work itself, or to the skill and knowledge required for present and future success.

"A PROBATIONARY PERIOD OF EMPLOYMENT IN THE OCCUPATION OR PURSUIT.

"In assisting the disabled man to secure desirable employment the Federal board, as authorized and directed by the vocational rehabilitation act, will utilize as far as may be practicable the facilities of the Department of Labor. Where the man has been given preliminary training outside the plant, office, or farm on which he is to be employed, this probationary period begins when he is transferred, as a beginner, into the occupation or pursuit. Where the preliminiary training has been given within the plant, office, or farm, the period of probation starts at the point, in the case of each individual, where he becomes capable of entering upon the occupation or pursuit as a worker.

"As a probationer he will be perfecting himself in processes, adjusting himself to the demands of commercial production. He will be gradually fitting himself to become a permanent employee at the prevailing wage, either in the place where he is serving his probationary period or elsewhere. During this period the Federal board will regard him as in training and subject to its inspection and supervision; but any wages he may receive as a probationer will be over and above the amount paid to him by the Government while he is in training.

"PERMANENT EMPLOYMENT IN THE OCCUPATION OR PURSUIT.

"This begins at the point when, in the opinion of the board, the probationer has adjusted himself to the requirements of the occupation or pursuit as a workman. The shifting from probationary to permanent employment may be made in either the same or another establishment, and the disabled man has the same freedom of choice and action as any other workman 'on his own.' Support by the Government of the man as a student will cease at the close of the probationary period.

"As a beneficiary under the war-risk insurance act, however, he will be entitled to the compensation allotted under that act. In most cases this will be less than the support received from the Federal board under the provisions of the vocational rehabilitation act.

"The aim of the board is always to direct the disabled man toward, and to provide him with, training for an occupation in which he can become as proficient as the normal man. Yet it must not be overlooked that some of the disabled men will not become fully competent to earn the prevailing wage. Therefore, where a disabled man is unable, because of his handicap, to earn the full prevailing wage for his occupation, an adjustment, in accordance with the rules and regulations of the shop is to be made. Where working agreements are in effect between employers and employees, the regulations thereof shall govern the procedure in adjusting such partial wages. Where there are no such facilities, the adjustment is to be made by conference between the man, his employer, and a representative of the Federal board. It should be fully understood that the disabled man himself, as a free contracting agent, may in every case accept or reject any terms or scale proposed.

"As a general policy, a handicapped man is not directed toward an overcrowded or a waning occupation in which present or future competition might make permanent employment uncertain. In order, however, to realize fully upon the man's interest and ability, he is given the widest possible range of choice among those desirable occupations in which, in the light of the best medical and vocational knowledge available, he can, with his special handicap, successfully engage. In this connection the board seeks advice from those experts in the hospitals who have effected the man's physical rehabilitation.

"The disabled man, with the approval of the board, may elect to be trained in agriculture, commerce, industry, transportation, or the professions. The length and character of the course of instruction depends upon the requirements of the vocation, the ability and interest of the man, and his previous training and experience.

"After the vocational adviser has assisted the handicapped man to choose a suitable occupation, his case, with full information, is referred to the office of the district wherein the man has received physical rehabilitation. Every case is there considered individually on its merits by a local board made up of two

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representatives of the district office, one of whom is a physician, and two representatives chosen from the locality, one of whom is an employer and one a representative of labor. If necessary, the man himself, accompanied by the vocational adviser, may appear before the local board.

"PRELIMINARY TRAINING FITTING HIM FOR A DEFINITE OCCUPATION OR PURSUIT.

"After physical rehabilitation the discharged soldier or sailor becomes a civilian to be trained for and placed in civilian employment by the Federal board. As a student he is supported by the Government, and the same allotment and family allowance for his dependents is paid as were received by them while he was in the military service. As a student, moreover, he has the same freedom as any other civilian attending school or college. He is 'on his own,' meeting such expenses as are not covered by the board from the compensation provided in the vocational rehabilitation act and sent monthly or semimonthly direct to him.

"Through the district vocational office, where a medical officer is stationed, the health of the disabled man is cared for while in training by the board. After he secures permanent employment, he, as a beneficiary under the war-risk insurance act, will be cared for by the War Risk Insurance Bureau should there be any recurrence of disabilities due to military service.

"As a student supported by the Government while taking instruction, the disabled man is expected to pursue the work in a satisfactory way and to obey reasonable rules and regulations. Continued failure to do so would result in dismissal. Where it is found advisable to shift the student from one course of training or from one class or school to another, this, with his consent, is done.

"The disabled man is given his preliminary training in a variety of ways. As far as possible, existing facilities are utilized. While the plant, equipment, and staff of existing schools and colleges in many instances is used, there must be in many cases special arrangements to meet the needs of the disabled man. Manufacturing establishments, offices, and farms are employed to give preliminary training. In every case, however, the Federal board requires the course of instruction to be adapted to the interests and needs of the disabled man, definitely planned for him as a learner, and arranged or approved, as well as inspected and supervised, by its agents.

"The disabled man should, however, receive equal pay for equal work, and under no circumstances will a wage for a disabled man be approved by the Federal board where it appears that decreases have been made because he is receiving a compensation for his injury from the Government.

"FOLLOW-UP WORK TO SAFEGUARD INTERESTS OF THE MAN.

"As the official friend and adviser to the disabled man, the board will keep in touch with him, through its representatives, for such period after he enters employment as may be necessary to complete, in each individual case, his reestablishment as a civilian worker. The board will protect him against injustice or exploitation by the adjustment of difficulties and, if need be, by aiding him through further training or assistance to secure other and more desirable employment in the same or another occupation."

TRIBUTE TO EMPLOYEES.

For fear the committee might form incorrect conclusions concerning the attitude of the employees of the board, because of statements made to the committee by some employees during these hearings, I feel it nothing less than my duty to record that during my long experience in many lines of human endeavor I have never found a finer spirit, greater industry, or better-proved loyalty to service than I have among the majority of the staff and employees in the employ of the Federal board. They have been willing to go from post to post, they have been willing to live and work under surroundings far from agreeable, because circumstances would not admit of necessary comfort and convenience, they have worked from early in the morning till late at night, often on every day in the week including Sundays without protest, they have been cheerful and helpful in many ways. The board has formally recognized this on several occasions. In our New Year's letter of greeting on December 24, 1919, we said:

"You are conscious, however, as the standing committee is well aware, that the organization for which we are all working is still far from perfect, and you

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are alive, too, to the fact that the year 1920 will clearly disclose that we can 'put over' successfully and to our own satisfaction the great work of vocational rehabilitation. Consequently we would urge you not only to continued zeal and to still higher cooperative endeavor, but we would also ask you, individually, to help us in making the machine through which we are all working, a more efficient one. Therefore we ask every one of you who feels so inclined to write a personal letter to the committee, addressing it to the vice chairman, making suggstions, pointing out ways in which you think the work might be improved, and calling to our attention matters which, in your opinion, are of interest to the committee and the board. They will be given sympathetic and careful consideration."

And in addition, whenever the board has been in conference with district officers or staff members, the invitation has been orally expressed for every man to feel free to make suggestions or to offer any information without let or hindrance to the board so that the disabled man may have the benefit of our combined knowledge and effort.

Of course in an organization like this so hurriedly gathered together in its early days, picking up what could be found disengaged from war or essential service some few persons were engaged who might not possess this wholesome cooperative spirit, some were too self-conscious and some were very ambitious; a few found fault and practiced espionage to a small degree. Nevertheless, the great mass of our people were loyal first to themselves, which, of course, is the first essential of loyalty. They were next loyal to the disabled men, loyal to the Federal Government, and loyal to the Federal board with which they were asked to work. Notwithstanding the complexity of this great, human problem and the need for almost infinite wisdom in its administration, those of us who have been connected with the work from the start feel that it has been the greatest accomplishment of the age and that the United States Government and its people stand out singly and alone in this great work in comparison with that being performed by its Allies. It should be recalled that the work here in the United States is being done under a statute by direction of the representatives of all the people and the work being done in the lands of our Allies is being performed under executive council decrees, defense of the realm acts, etc.

It would not be fair to the board nor those connected with it to allow these hearings to close without making it a matter of record and practically challenging the statements of some of the witnesses concerning the recent investigation. The board has always been willing to undergo an investigation. It has asked for it in personal inerview with Members of Congress and by formal statement since the original difficulties arose during the controversy over the sundry civil act in July, 1919. Most of the trouble undoubtedly has arisen because of misunderstandings, the failure of the critics to distinguish between the "bureau" and the board and the almost impossible task for laymen to comprehend that it is the first duty of an administrative force to obey the letter and spirit of the law. That has been done, that is being done, that will be done so long as the present men have charge of the administration of this work. It will be done whole-heartedly; it will be done with a broad, sympathetic spirit, and with a vision as practical and worth-while as mature men with many years of practical business and industrial experience behind them can furnish.

COMMITTEE ON EDUCATION,
House of Representatives.

In the matter of charges against the Federal Board for Vocational Education.

STATE OF NEW YORK,
County of New York, ss:

William C. Ives, being duly sworn, deposes and says as follows:

On Saturday, May 15, I learned of Mr. Smiley's testimony before the Committee on Education of the House of Representatives. Mr. Smiley says that I had stated to him that I had told other employees that they did not need to work, and that they could not be fired even if they didn't work. As soon as I reached the New York office on that morning (May 15), I asked Mr. Smiley for an interview and stated to him that his statement had no foundation in fact. I asked him if I had ever made such a statement to him and his reply was to the effect that it came to him from all directions—from different employees in the office. I said that that was not the question, but that he had stated that I had stated to him that I had told other employees, and that was not so. I told him that if he could bring me any men to whom I had made that state-

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ment, I would like to face them and would like to have them repeat the circumstances under which I had made this statement. The fact is that some two months ago Mr. Smiley called me to his office and stated that he had had reported to him that I had stated I was a civil-service employee and did not have to work; that they could not fire me. I made the following explanation to Mr. Smiley, which I now reaffirm:

That at the time I received my compensation check for $655, I felt very good and I did make to several employees the joking remark that now I would not have to work; that at about the same time I was told by some one that I had better look out or I would talk myself out of a job, to which I replied that they could not discharge me—that I was perfectly willing to stand on my record, meaning that they would not discharge me, owing to my previous clear record. They may have put the two propositions together and said that I was a civil-service employee and did not have to work. Mr. Smiley, at the time, ostensibly accepted my explanation, merely saying to me that I should be careful how I made such remarks. But, as for advising any employee or employees of the Federal board, either new or old, that he or they did not have to work if they were civil-service employees, I never did so.

WM. C. IVES.

Sworn to before me this 18th day of May, 1920.
[SEAL.]

FREDERICK T. FROST,
Notary Public, Kings County, No. 84.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C., May 19, 1920.

Hon. SIMEON D. FESS,
House Office Building, Washington, D. C.

DEAR DR. FESS: I do not find in the testimony a clear statement of the status of cases as of April 15.

I am sending you, therefore, the inclosed copies of the statement.

Very truly, yours,

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

Status of cases as of Apr. 15, 1920.

Registered		200,000
Approved, section 2		58,000
Not yet accepted	22,128	
Entered	35,872	
Discontinued	3,314	
Completed	407	
Now in training	32,151	
Approved, section 3		36,000
Not yet accepted	34,024	
In training	1,976	
Closed		51,000
Pending determination as to eligibility		55,000

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DISBURSING OFFICE,
Washington, D. C., May 22, 1920.

Hon. SIMEON D. FESS,
Chairman, Committee on Education, House of Representatives.

SIR: At the time of my appearance before the Committee on Education in connection with the investigation of charges against the Federal Board for Vocational Education I was requested by members of the committee to furnish certain information, which I am submitting herewith and which is in accordance with the records of the disbursing office.

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With respect to payment of salary of D. J. Richardson, legal adviser, about which, at the time of my appearance before the committee, I was not positive as to whether his salary was ever paid from two appropriations, the records of the disbursing office show that such was not the case.

Very truly, yours,

H. F. DOLAN, *Disbursing Officer.*

EXHIBIT 1.

Persons engaged in research and information work for the Federal Board for Vocational Education in connection with vocational education and vocational rehabilitation work, whose salaries are paid from the vocational rehabilitation appropriation:

Elizabeth F. Terry, stenographer and typist, $1,500 per annum.
Henrietta F. Dunlap, clerk, $1,560 per annum.
May H. Pope, special agent for foreign research, $1,980 per annum.
Callie Hull, editorial clerk, $1,600 per annum.
Beulah L. Whittemore, typist, $1,320 per annum.
Estella H. Meade, clerk, $1,400 per annum.
Mary H. O'Neil, stenographer, $1,320 per annum.

In addition to the foregoing names, the following officials of the board are paid from the vocational rehabilitation appropriation:

C. E. Alden, chief clerk, $3,000 per annum.
E. Jos. Aronoff, secretary to board, $3,000 per annum.
H. F. Dolan, disbursing officer, $3,000 per annum.

EXHIBIT 2.

The following is a list of names, occupations, locations, and salary rates of persons employed under the vocational rehabilitation and the vocational education, who have been paid through the disbursing office for the months of March and April, 1920:

CENTRAL OFFICE, WASHINGTON, D. C.

Name.	Occupation.	Salary.
Abel, William	Clerk	$1,8[illegible]
Ashley, Walter Q	Placement assistant	2,400
Baird, Earl S	Placement officer	3,000
Ballenger, John F	Placement assistant	2,400
Bamford, Thomas A	Supv. clerk	1,800
Bannister, De Villo A	Vocational adv	1,800
Becker, Carl	Supv. for adv. and trng	3,000
Biggs, Walter C	Training assistant	2,400
Bitter, Alfred A	Training asst	1,500
Boswell, Geo. L	Asst. examiner	1,600
Bowen, Frank H	Asst. Supv	2,000
Brand, J. Stewart	Asst. personnel officer	2,400
Brigham, Carl C	Voc. adv	3,000
Brunson, H. L	Supt. of placement	4,000
Bryson, Mizell	Training assistant	2,400
Bugg, Ray S	Placement officer	1,800
Byrd, John H	Training assistant	2,000
Callahan, Thomas F	Placement officer	3,000
Christie, Joseph D	Bookkeeper	1,800
Clark, John H	Clerk	1,800
Clark, Stanley J	Bookkeeper	1,800
Collins, Patrick L	Supv. clerk	1,800
Connor, Stanley H	Training asst	2,400
Crowell, C. A., jr	Vocational adv	3,000
Day, Robert J	Asst. auditor	2,750
Disney, William B	Placement asst	2,400
Dobbins, Warren B	Clerk	1,800
Dolan, Frederick B	Special agent	2,400
Dolan, Henry F	Disbursing officer	3,000
Doty, Thomas E	Vocational adv	2,400
Dykes, John H	Clerk	1,800
Ensor, Eunice M	Training asst	1,800
Ensor, Thomas H	....do	2,000
Estle, John F	Placement officer	3,500
Filmer, Burnett A	District med. officer	2,400
Fisher, Ralph T	Special agent	4,000
Fowler, W. W	Asst. to supt. of rec. and retrn	2,750
Fraser, Donald W	Vocational advisor	1,500
Funk, Horace C	Training asst	2,000
Funkhouser, Edward K	....do	2,000

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Garcelon, Carroll C.	Clerk	$1,800
Gibson, Capt. Jonathan C.	Training asst.	2,000
Gibson, William Clement	Dist. med. off	2,400
Gillcrist, James J.	Training asst.	2,400
Graham, T. J.	do	2,000
Greer, Frank Upton	do	2,400
Hagopian, Bedros	do	1,500
Hamilton, Walter I.	Special agent	4,000
Harpster, Ralph H.	Vocational adv	2,400
Hartman, Harry C.	Training asst.	1,500
Heath, John M.	do	2,400
Heisler, Jess R.	Typist	1,800
Hibbard, Carl Dwight	Vocational advisor	3,000
Hibbard, Geo. B.	Vocational adv	2,750
Hill, Madison L.	Chief clerk	2,000
Hinckley, Gordon C.	Examiner	1,800
Holmes, Arthur E.	Training asst.	2,000
Horton, Rodney A. C.	Training officer	2,400
Howard, William V.	Placement officer	2,500
Hubers, Theodore	Placement asst.	2,500
Hunt, Alfred K.	Supv. of card sec	2,000
Ivey, Edward	Training asst.	1,500
Jackson, Robert C.	Training officer	2,400
Jackson, R. Stone	Clerk	2,400
James, Harry N.	Placement officer	2,400
Joiner, Enfield	Vocational agt.	1,800
Kelly, Virginia	Vocational adv	2,000
Kirby, Thomas	do	2,000
Kirk, Grover C.	Training asst.	2,000
Lampkin, Uel W.	Dist. vocational officer	6,000
Larry, Stanley C.	Training asst.	2,400
Lebo, Harvey J.	do	2,000
Le Gette, James Y.	Vocational adv	2,000
Lomax, Paul S.	Special agt. for common educa	2,400
Luce, Ernest B.	Supt. for adv. and trng	3,500
Lufburrow, Norman A.	Training asst.	1,800
Lynch, Marcu E.	Placement officer	3,500
McGuire, John G.	do	2,000
MacNeil, Bernard Chester	Dist. med. officer	2,400
Manning, Dennis F.	Placement asst.	2,500
Marks, Stella N.	Supv. corres. clerk	2,200
Mathews, Will H.	Supv. for adv. and trng	3,800
Maybee, Lewis G.	Clerk	1,840
Molter, Harold	Supv. for blind	2,500
Moore, Lawrence W.	Clerk	2,280
Morris, Jesse T.	Statistician	2,240
Murray, Harry	Advisor	2,400
Nash, Geo. W.	Office manager	1,800
Nicoll, Wm.	Placement asst.	2,400
Oyster, Edward W.	Supv. audit clerk	2,000
Parker, Harry P.	Stenog. and typist	2,000
Pilcher, Geo. S.	Clerk qual. in bus. adm	1,800
Quick, Doctor Walter J.	Spec. agt. for agri.	3,500
Quillian, Sam'l N.	Auditor	3,000
Quinn, Cannie R.	Stenog. and typist	1,800
Richardson, D. J.	Case supt.	4,000
Riordan, John K.	Voca. adv.	2,400
Roche, Thos. F.	do	1,800
Ross, Charles J.	Vocational adv.	2,400
Rutter, Andrew E.	Placement officer	2,400
Saunders, Isaac Hawling	Office mgr.	2,400
Saxton, Louis, N.	Trng. asst.	2,400
Scott, J. D.	Vocational adv.	3,000
Shaw, Walter F.	Dist. vocat. officer	3,750
Smith, Frank C.	Asst. med. officer	2,400
Smith, Fred'k. O.	Training officer	3,600
Smith, U. Grant	Special agent	2,750
Stevens, Herbert A.	Asst. base supt.	3,000
Stirling, Harold V.	Training asst.	2,400
Stoegerer, Francis J.	do	1,800
Tallman, Henry W.	S. and T.	2,100
Taylor, Chas. H.	Special agent	3,600
Templeton, Alva M.	Clerk	1,840
Thibadeau, Joseph F.	Special agent	2,000
Thomson, Elsie A.	Clerk	1,800
Tuite, Bertha	do	1,800
Twichell, Milan G.	Sup. for adv. and trng	3,500
Van Norman, Wm. R.	Clerk	1,860
Wallace, Chas. M.	Placement asst.	2,400
Walton, Delvy T.	Stenog. and typist	1,800
Watson, Leo P.	Law clerk	2,400
Watson, Lewis R.	Special agent	2,150
Wicker, Rufus E.	Vocational adv	1,800

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Wilson, Hampden	Vocational adv	$2,400
Wilson, Harry L	Office mgr	2,000
Witman, Edward R	Vocational adv	2,750
Wolcott, Geo. M	Bookkeeper	1,800
Abel, Deronda	Clerk-typist	1,440
Abercrombia, S. Cary	Clerk	1,320
Adams, Albert D	do	1,320
Ahern, Mary E	S. and T	1,400
Alderman, Florence M	Typist	1,200
Alexander, Georgia L	Clerk	1,500
Alexander, Sadie W	Typist	1,200
Allen, A. R	do	1,500
Allison, James Clement	Messenger	600
Allison, Joseph F	Clerk	1,320
Amos, Mrs. Pauline W	do	1,400
Anderson, Mary E	Typist	1,200
Anderson, Minnie O	S. and T	1,440
Anstadt, Mary E	File clerk	1,200
Appjomes, C. Murray	Typist	1,320
Appjomes, Mrs. Eva	Clerk-typist	1,320
Armstrong, Mrs. Erma S	Typist	1,500
Aronson, Hannah	Clerk	1,200
Ashton, Paul C	Typist	1,320
Austin, Mrs. Virginia	Clerk	1,200
Babcock, Mabel W	Filer clerk	1,200
Backus, Hadassah	Clerk	1,120
Bagman, Ethel M	Typist	1,320
Bailey, Earl W	do	1,200
Bailey, Bettie V	Mesgr. girl	600
Bailey, Eldon L	Clerk	1,400
Bailey, Hattie L	do	1,200
Baker, Lillie Grace	Typist	1,320
Baldwin, Eva	S. and T	1,500
Ballard, Edward F	Clerk	1,200
Bannister, D. A	do	1,320
Barry, Mary L	Typist	1,400
Bartl, Forest R	Clerk	1,320
Bastian, Viola L	Typist	1,200
Bateman, Gentry H	Bookkeeper	1,600
Bates, Ralph C	Mesgr. boy	600
Bausch, Anna C	Typist	1,200
Baxter, Mercia V	do	1,200
Bean, Theresa	S. and T	1,400
Beattie, Mary E	Clerk	1,200
Beaver, Earl A	do	1,440
Beck, Geo. L	do	1,600
Becker, Gladys	Typist	1,200
Beeler, Luther L	Clerk	1,500
Belden, Pearl	do	1,200
Belding, Eva M	Typist	1,320
Bell, Annette	do	1,200
Benham, Fannie M	Clerk	1,320
Benner, Amie K	File clerk	1,320
Bennett, Benj. H	S. and T	1,600
Bentley, Philip	Clerk	1,320
Berry, Indialla M	Sten	1,440
Berry, Jeremiah H	Unskilled lab	900
Betts, Caryl J	Typist	1,200
Bibb, John J	Clerk	1,200
Billing, Irving	File clerk	1,200
Black, Robert J	Clerk	1,530
Blackburn, Abyram	do	1,440
Blaisdell, Gertrude G	Corres. clerk	1,380
Blanchard, Mrs. D. H	Clerk	1,320
Blencowe, Katharine E	Typist	1,320
Boatwright, Henry	Unskilled lab	900
Bozle, A. C	Clerk-typist	1,320
Bolling, Mrs. Viola B	Clerk	1,320
Bonifield, Leta B	do	1,440
Booth, Mrs. Zora L	do	1,200
Borst, Melissa L	S. and T	1,320
Boschen, Louise A	do	1,320
Botkin, Ethel	Clerk	1,200
Bough, Alice K	S. and T	1,500
Bounds, Mary E	Stat. clerk	1,440
Bowen, Elsie	Typist	1,400
Boyd, Helen	S. and T	1,440
Bardford, Mrs. Mabel H	Clerk	1,320
Brassier, Tillie	do	1,200
Brawner, Sarah Lee	Typist	1,200
Brennan, John E	Clerk	1,200
Brewin, Anna K	do	1,200
Brisiskie, Catherine D	Typist	1,320
Brittingham, Ruth D	File clerk	1,200

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Brock, Clara A	Typist	$1,320
Brockwell, Paul A	Bookkeeper	1,600
Brode, Ethel L	Typist	1,320
Brodigan, Eldridge	Msgr. boy	600
Brodsky, Anna	Clerk	1,200
Brokaw, Marta	do	1,400
Bremberg, John L	S. and T	1,600
Bromberg, Mary V	Typist	1,320
Brooke, Katherine V	do	1,200
Brossman, H. W	Bookkeeper	1,440
Brown, Andrew	Common lab	960
Brown, Catherine	Typist	1,320
Brown, Daniel A	Clerk	1,200
Brown, E. C	do	1,320
Brown, Mrs. Lelia E	Typist	1,320
Brown, Samuel	Msgr	1,100
Browne, Geo. A	S. and T	1,200
Browne, Lucy I	Clerk	1,200
Browne, Mary E	do	1,200
Browning, Mrs. Eva J	do	1,400
Buechley, Florence E	do	1,220
Burdett, Emma Florence	do	1,200
Burdine, Alice M	File clerk	1,200
Burnett, Raymond E	Typist	1,470
Burroughs, Nina E	S. and T	1,440
Burton, Dorothea C	Sten	1,400
Burton, Geo. R	Typist	1,320
Butler, R. L	Clerk	1,320
Byrne, Geo. I	do	1,500
Byrne, James E	Bookkeeper	1,400
Byron, Eleanor K	Clerk	1,320
Cabel, Mrs. Kathryn M	Typist	1,200
Cahoon, Hiram F	S. and T	1,200
Campbell, Mrs. Edna E	Clerk	1,200
Campbell, Virginia	S. and T	1,440
Canham, Goldie A	Typist	1,200
Carlisle, Nelson C	File clerk	1,200
Carney, Francis E	S. and T	1,500
Carr, Anna K	Typist	1,320
Carragher, Anna K	do	1,320
Carrig, Robert F	Clerk	1,320
Carroll, Emilie C	Typist	1,200
Carrol, Theresa M	Stenog	1,400
Carroll, Mrs. Emma F	Typist	1,600
Carter, Grace	Clerk	1,440
Carter, Jennie D	Typist	1,320
Carter, Mildred B	Clerk	1,200
Carter, Pansy E	Typist	1,320
Casady, Lena M	do	1,320
Casterlin, Mrs. Elizabeth S	S. and T	1,320
Castle, Wanda R	Clerk	1,400
Cavanaugh, Thos. R. J	do	1,320
Chadwick, Sam. W	do	1,200
Chainey, Irene M	do	1,200
Chaloner, Cathryn	S. and T	1,600
Chamberlain, Elizabeth	Clerk	1,200
Chamberlain, Mary S	do	1,000
Chandler, Mrs. Irene	do	1,200
Chaping, Irma F	S. and T	1,500
Chase, Pliney M	File clerk	1,200
Chesser, J. M	Clerk	1,320
Childs, Joseph S	Msgr	720
Childs, Mrs. Helen L	Typist	1,320
Chipley, Jessie I	do	1,220
Chisolm, Orrie	do	1,200
Christensen, Edith	do	1,200
Churbuck, Lewis M	Clerk	1,700
Churchill, Frances	do	1,320
Clapp, Glenn S	do	1,200
Clark, Mrs. Ethel R. F	Typist	1,200
Clerk, Stanley J	Bookkeeper	1,320
Cleveland, Marion E	Clerk	1,320
Cline, Jesse W	do	1,200
Coburn, Mary Grace	S. and T	1,400
Colborn, Bess	Typist	1,400
Cole, Howard E	S. and T	1,400
Coleman, John S	Typist	1,500
Collier, Florence C	do	1,400
Collins, Mrs. Carolyn T	Clerk	1,320
Collins, Catherine E	Typist	1,200
Conner, Aline Mary	do	1,320
Cooke, Florence E	do	1,200

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Cooper, Abbie N	Clerk	$1,340
Cooper, Agnes E	do	1,340
Copeland, Starkie S	do	1,320
Cornwell, Henry O	do	1,320
Corrigan, Mary C	Clerk-typist	1,440
Coughlin, Geo. F	Clerk	1,200
Crandell, Jesse A	do	1,440
Crandall, Philip M	Msgr. boy	720
Craven, Mary	File clerk	1,320
Crawford, Lyle V	Clerk	1,200
Creeden, Mary	Typist	1,200
Creeden, Sadie S	do	1,200
Crim, Howell G	do	1,320
Crockatt, Lucile	Clerk	1,440
Cross, Mrs. Bertie N	Typist	1,320
Cross, Mercy A	do	1,320
Crouse, Laura L	Clerk	1,200
Crowley, Mrs. Helen R	do	1,200
Cummings, Franes P	Typist	1,320
Cummins, Mrs. Amelia	do	1,320
Dahl, Esther B	S. and T	1,400
Dale, Sigme	Typist	1,200
Daly, Adolph	Clerk	1,320
Daly, Catherine Marie	Typist	1,320
Daly, Carroll A	Clerk	1,320
Danks, Ruth	Typist	1,320
Darr, A. E	do	1,100
Daugherty, Duncan W	Clerk	1,320
Daugherty, Wm. T	Clerk trans	1,500
Davidson, Gertrude	Clerk	1,400
Davis, Edward	Msgr. boy	600
Davis, James O	S. and T	1,400
Davis, Tressa	Clerk	1,320
Dawson, Kathryn	Adding-machine operator	1,320
Day, Emma W	File clerk	1,200
Day, Mrs. Eugenia W	Minor clerk	900
Day, Ruth E	Typist	1,320
Dearing, Elizabeth	Clerk	1,200
Deery, Mae C	Typist	1,320
Degman, Clarence G	Clerk	1,200
De la Porte, Ella W. J	S. and T	1,440
Denhardt, Mrs. Grace H	Nurse	1,320
Denny, Bertha J	Typist	1,100
Dent, Francis	Unskilled lab	900
Derge, David R	Clerk	1,740
Deshaies, Emelda	do	1,400
Dewey, Mary	Typist	1,320
Diggles, Eunice E	do	1,320
Diggs, James	Msgr	900
Dillon, Dorris K	Typist	1,320
Dixon, Lillie M	do	1,320
Donovan, Gertrude M	S. and T	1,600
Donovan, Madeline D	do	1,500
Dougherty, Maurice	Skilled lab	1,000
Dow, Lavada M	Typist	1,320
Doyle, Margery F	do	1,200
Doyle, Miriam	do	1,500
Doyle, Mrs. Regina	Junior clerk	1,320
Drake, Clark M	Clerk	1,200
Dreibeldis, Clarence E	Bookkeeper	1,600
Dreinsonstok, Albert Y	Clerk in acct	1,700
Driesdock, Chas. H	Clerk	1,320
Duffee, Mary E	S. and T	1,400
Duffy, John J	Clerk	1,320
Duffy, Morris M	do	1,200
Dunbar, May V	Typist	1,400
Dunne, Edward B	Clerk	1,320
Dunne, Gertrude E	Typist	1,200
Durand, Chas. S	File clerk	1,200
Dyer, Maude E	Typist	1,200
Eastep, Ernest E	Clerk	1,320
Eastlack, Mary	do	1,200
Edwards, Edna I	Typist	1,200
Edwards Genevieve	do	1,320
Eggleston, Fannie E	S. and T	1,440
Ehresman, Ralph	Clerk	1,320
Ehrhardt, Frank J	Typist	1,320
Eichelberger, Fred F	Clerk	1,320
Eilers, Heye E	do	1,320
Elliott, R. E	Asst. examiner	1,500
Ellsworth, Lula Edna	Clerk	1,200
Emry, Lake M	do	1,200

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Esrich, Sophia R.	Typist	$1,200
Euell, Wesley	Unskilled lab	840
Evans, Edythe M.	Typist	1,320
Fadner, Jesse B.	S. and T.	1,640
Faina, Mary E.	Typist	1,200
Fairchild, Sarah B.	do	1,340
Farrington, Marguerite C.	do	1,320
Feeherry, Thomas H.	do	1,320
Feeley, Fred L.	S. and T.	1,640
Feltman, Dorothy	File clerk	1,200
Ferguson, Jane M.	Clerk	1,200
Fernan, Dez Harriet B., Mrs. De	do	1,320
Feilder, W. C.	Bookkeeper	1,640
Fieldhouse, Mrs. Mary S.	Clerk	1,320
Fischer, Anna M.	Typist	1,320
Fisher, Mrs. Elizabeth J.	File clerk	1,200
Fitzhugh, John B.	Messgr. boy	600
Flanders, Harry	Clerk	1,200
Flaningan, June E.	Typist	1,320
Flather, Carl F. K.	Messenger boy	600
Fletcher Maude A.	Calcu. machine operator	1,200
Flood, Joseph C.	File clerk	1,200
Flora, Beulah L.	Typist	1,200
Flori, Aloysius W.	Clerk	1,200
Floyd, Lauretta C.	Typist	1,320
Foley, Ella H.	Clerk	1,320
Foote, Mrs. Mary M.	Tele. operator	1,080
Ford, G. A.	Elec.	1,400
Forsyth, Mary A.	Jr. clerk	1,100
Fort, Marguerite	Clerk	1,200
Foster, Hugh R.	do	1,320
Foster, Wm. H.	do	1,200
Fowler, Mary E.	Typist	1,320
Fox, Anna H.	do	1 200
Fraker, Bessie	Clerk	900
Frank, Mrs. Nada T.	Typist	1 200
Frasier, Elizabeth	do	1 320
Fraser, M. W.	do	1 320
Free, John F.	do	1 320
Franch, Marion E.	Clerk	1,200
Frodele, Alferd C.	Typist	1,320
Fulcher, Anna M.	Clerk	1,320
Fulton, Inez W.	do	1,120
Galleher, Thos. F.	File clerk	1,200
Gallager, Catherine M.	Clerk	1,200
Gallagher, Helen G.	do	1,220
Galusha, Grace	Typist	1,320
Galusha, Irene	File clerk	1,200
Gamble, Katherine E.	Typist	1,300
Gant, Wallace P.	Messenger	1,080
Garbis, Mrs. Beulah	Typist	1,400
George, Hazel B.	do	1,320
Gibson, Margerite P.	Clerk	900
Giddens, Mrs. Helen C.	Typist	1,200
Gillette, Florence C.	Clerk	1,320
Gingell, Georgia M.	do	1,200
Ginsberg, Joseph	Messenger boy	600
Ginsberg, Sadye	Typist	1,320
Glassman, Leah	S and T	1,440
Gochenour, Margaret	Typist	1,200
Goddin, Ernest	Clerk	1,500
Goldfain, Samuel	do	1,200
Goldstein, Samuel F.	do	1,200
Gordon, Flora A.	Typist	1,320
Gordon, Henrietta M.	do	1,200
Gormley, Esther M.	do	1,320
Grant, Anne E.	Sten.	1,200
Grant, Florence E.	Typist	1,600
Grant, Ruby A.	Asst. nurse	1,200
Grant, Mrs. Susan M.	Clerk	1,220
Grant, Mrs. Winifred H.	do	1,400
Green, Arthur Herbert	Unskilled lab	960
Green, James E.	Messenger	720
Greenfield, Henry	Clerk	1,440
Griffin, Mable D.	Typist	1,200
Griffiths, Edgar H.	Clerk	1,320
Grimm, Clara A.	Typist	1,200
Gronball, Roy	Clerk	1,320
Gullickson, Mrs. Gladys B.	do	1,400
Gumaer, Clare M.	Typist	1,500
Hall, Thersa	Clerk	1,200
Hammond, Netta E.	do	1,400
Hanford, Mariella T.	do	1,200

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Hanrahan, Teresa E	Typist	$1,200
Harding, Glenn H	Chauffeur	1,200
Harding, Mrs. Roberta	Clerk	1,320
Harding, Lawrence F	Typist	1,200
Hargrove, Clarence	Unskilled lab	900
Harkrider, Anne Mae	Clerk	1,360
Hermon, Mabel R	do	1,200
Harrison, Bernard H	Clerk Q. B. A	1,200
Hart, Patrick C	Clerk bookkeeper	1,240
Hart, Pauline H	Typist	1,200
Hartin, Isabella	do	1,320
Harvey, Nellie S	do	1,200
Hatten, Lelah P	S. and T	1,320
Havenner, Estelle B	do	1,500
Haynes, Dorothy K	Typist	1,320
Heilig, Madeline A	Clerk	1,200
Helmick, Marion	do	1,320
Hepburn, Violet C	Clerk typist	1,440
Herrell, Mrs. Blunt M	File clerk	1,200
Hertford, Harold B	Typist	1,320
Hesen, Dorothy W	do	1,200
Hess, Euphemia A	do	1,320
Hewell, Ruby	Clerk	1,200
Higdom, Ernest R	do	1,200
Higgins, Frank H	do	1,200
Hilkert, Wm. B	do	1,200
Hill, Edith S	Index and C. A. T. clerk	1,440
Hill, Gertrude E	Typist	1,320
Hill, Hazel R	Clerk	1,320
Hill, Rudolph M	Bookkeerper	1,640
Hillerman, Mary P	Clerk	1,440
Hinkley, Mary E	Typist	1,320
Hinds, Nellie M	Clerk	1,400
Hinsely, Paul C	do	1,320
Hoffman, Esser M	File clerk	1,320
Holden, Thos. R	Clerk	1,200
Holmes, Hazel M	do	1,200
Hoper, Franes C	Typist	1,320
Hopkins, Frances	do	1,320
Horgan, Mary A	do	1,200
Horton, Elizabeth S	S. and T	1,440
Houck, Lottie L	Typist	1,320
Houpt, Ella	Stat. clerk	1,400
Houriet, Irene E	Typist	1,200
Howard, Mrs. Florence B	do	1,320
Huckabee, Mrs. Ellen B	Clerk	1,320
Hunter, Estelle E	do	1,200
Hunter, Mrs. Margaret	Typist	1,200
Hutchins, Grant W	Clerk	1,400
Ingold, Mae P	Typist	1,200
Ivey, Edward	Training asst	1,320
Jacobs, Conrad J	Mes. boy	900
Jacobs, Eva R	Typist	1,200
Jacobs, Merlin Edwin	Clerk	720
Jacquey, Clara	Typist	1,320
James, Marion	Messenger boy	600
Jarvis, Ethel A	Typist	1,320
Jenkins, Roewna	do	1,200
Jennings, Juluia S	S. and T	1,400
Jensen, Louisa P	Typist	1,560
John, Elsie M	do	1,240
Johnson, Cedric F	Clerk	1,200
Johnson, Mrs. Rose	Typist	1,320
Johnson, Sara A	Clerk	1,320
Jolls, Evelyn	do	1,320
Jones, Gwen M	do	1,440
Jones, Richard R	do	1,320
Huenemann, Mary	Typist	1,320
Paffer, Anne	Clerk	1,320
Kane, Anna Marie	Typist	1,320
Kaplan, Minnie	do	1,200
Kearney, Marie P	Clerk typist	1,340
Kesler, Phylis C	Typist	1,320
Kefauver, Mrs. Olie P	Steno	1,440
Kelly, Mrs. Caroline	Clerk	1,200
Kelley, Horace A., jr	do	1,200
Kendall, Ruth I	Typist	1,360
Kerns, Mrs. Olive H	File clerk	1,320
Kersten, Maude M. E	Clerk	1,200
Key, Irene	Typist	1,320
Kichline, Thos. E	Clerk	1,500
Kiesel, Clara	Check and bond sorter	1,200

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Killingsworth, Wm. C	Clerk	$1,440
Kilroy, Marguaret A	....do	1,320
King, Mrs. Carrie A	....do	1,200
King, Elsie E	....do	1,320
King, Nellie L	Steno	1,440
Kinney, Nicholas J	Clerk	1,200
Kline, Ruth F	S. and T	1,400
Knapp, Marion H	Typist	1,200
Knowles, Paul	Messenger boy	600
Knowlton, Blanche K	Typist	1,440
Krack, Bernard	....do	1,320
Kramer, Geo	Messenger boy	600
Kramer, Lillian C	Clerk	1,220
Kroll, Wm. McKinley	....do	1,200
Krumke, Martha M	Typist	1,200
Kuehle, Eberhard A	....do	1,320
Lacy, Margaret M	....do	1,200
Ladd, Margaret L	....do	1,200
Lambert, Robert E	Clerk	1,320
Lamson, Ruth	S. and T	1,440
Lang, Rachael	....do	1,320
Larkin, Frances	Typist	1,200
Larkin, Mary E	S. and T	1,600
Lee, John L	Clerk	1,320
Leet, Lina L	Typist	1,400
Lefsky, Herman	....do	1,320
Leiden, Cyril E	Clerk	1,200
Leigh, Adelaide W	Typist	1,320
Lingle, Fred J	Supv. clerk	1,320
Lipps, Mary E	Clerk	1,440
Livingston, Walter M	....do	1,600
Lloyd, Joseph T	....do	1,200
Lloyd, William K	....do	1,500
Lodge, Louise N	Typist	1,320
Loeffler, Helen B	S. and T	1,400
Lomas, Mrs. Elizabeth M	Typist	1,320
Long, Emmet L	Clerk	1,200
Long, George A	Messenger boy	900
Long, Margaret M	Typist	1,320
Loor, Catherine K	....do	1,200
Lothrop, Corinne M	Clerk	1,200
Lovett, Mildred C	S. and T	1,320
Luckett, Clinton B	Messenger boy	600
Luhn, Clarence O	Clerk	1,200
Lundberg, Robert F	....do	1,500
Lydon, Marguerite D	Typist	1,320
Lyles, Mrs. Ruth A	....do	1,320
Leake, Mable R	S. and T	1,400
Leaman, Norman	Messenger boy	600
Leasure, Thos. W	Clerk	1,440
Lever, Evelyn	Typist	1,200
Ledford, Jason L	....do	1,400
Lee, George D., jr	Clerk	1,320
Lynn, Eleanor S	File clerk	1,320
Lynn, John H	Clerk	1,500
Lynn, Lillie B	Typist	1,320
McCabe, Richard Grant	Clerk	1,200
McCarthy, Gertrude M	Clerk-typist	1,600
McCarthy, Mary T	Typist	1,320
McCarty, Alice N	....do	1,200
McClary, August J	Clerk, knowledge of bookkeeping	1,500
McDaniel, James W	Clerk	1,200
McDonald, Nellie A	Typist	1,320
McDougle, Edith A	....do	1,320
McFall, Catherine	Stenographer and typist	1,400
McGarvey, Helm	Typist	1,320
McGuire, Dorothy H	Clerk	1,400
McInerney Margary M	Typist	1,320
McKeever, Elisa B	Clerk	1,320
McKenna, George E	....do	1,320
McLaughlin, Genevieve T	....do	1,440
McLeran, Huber C	Typist	1,320
McManus, W. J	Clerk	1,320
McMullin, Edna L	Stenographer and typist	1,400
McNeal, Ottie	Clerk	1,320
McOsker, Janet	Typist	1,320
McRee, Lila	Clerk	1,400
MacColl, Mary I	Stenograher and typist	1,400
Madden, Marieta P	Typist	1,500
Magruder, Harrison P	Clerk	1,200
Maher, Edward J	Office manager	1,600
Mallory, Alishia	Charwoman	800

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Hanrahan, Teresa E	Typist	$1,200
Harding, Glenn H	Chauffeur	1,200
Harding, Mrs. Roberta	Clerk	1,520
Harding, Lawrence F	Typist	1,200
Hargrove, Clarence	Unskilled lab	900
Harkrider, Anne Mae	Clerk	1,560
Hermon, Mabel R	do	1,200
Harrison, Bernard H	Clerk Q. B. A	1,200
Hart, Patrick C	Clerk bookkeeper	1,240
Hart, Pauline H	Typist	1,200
Hartin, Isabella	do	1,320
Harvey, Nellie S	do	1,200
Hatten, Lelah P	S. and T	1,320
Havenner, Estelle B	do	1,500
Haynes, Dorothy K	Typist	1,320
Heilig, Madeline A	Clerk	1,200
Helmick, Marion	do	1,320
Hepburn, Violet C	Clerk typist	1,440
Herrell, Mrs. Blunt M	File clerk	1,200
Hertford, Harold B	Typist	1,320
Hesen, Dorothy W	do	1,200
Hess, Euphemia A	do	1,320
Hewell, Ruby	Clerk	1,200
Higdom, Ernest R	do	1,200
Higgins, Frank H	do	1,200
Hilkert, Wm. B	do	1,200
Hill, Edith S	Index and C. A. T. clerk	1,440
Hill, Gertrude E	Typist	1,320
Hill, Hazel R	Clerk	1,320
Hill, Rudolph M	Bookkeerper	1,640
Hillerman, Mary P	Clerk	1,440
Hinkley, Mary E	Typist	1,320
Hinds, Nellie M	Clerk	1,600
Hinsely, Paul C	do	1,320
Hoffman, Esser M	File clerk	1,320
Holden, Thos. R	Clerk	1,200
Holmes, Hazel M	do	1,200
Hoper, Franes C	Typist	1,320
Hopkins, Frances	do	1,320
Horgan, Mary A	do	1,200
Horton, Elizabeth S	S. and T	1,800
Houck, Lottie L	Typist	1,320
Houpt, Ella	Stat. clerk	1,460
Houriet, Irene E	Typist	1,500
Howard, Mrs. Florence B	do	1,320
Huckabee, Mrs. Ellen B	Clerk	1,320
Hunter, Estelle E	do	1,220
Hunter, Mrs. Margaret	Typist	1,200
Hutchins, Grant W	Clerk	1,400
Ingold, Mae P	Typist	1,200
Ivey, Edward	Training asst	1,320
Jacobs, Conrad J	Mes. boy	900
Jacobs, Eva R	Typist	1,200
Jacobs, Merlin Edwin	Clerk	300
Jacquey, Clara	Typist	1,320
James, Marion	Messenger boy	600
Jarvis, Ethel A	Typist	1,320
Jenkins, Roewna	do	1,200
Jennings, Juluia S	S. and T	1,400
Jensen, Louisa P	Typist	1,500
John, Elsie M	do	1,200
Johnson, Cedric F	Clerk	1,200
Johnson, Mrs. Rose	Typist	1,320
Johnson, Sara A	Clerk	1,320
Jolls, Evelyn	do	1,500
Jones, Gwen M	do	1,440
Jones, Richard R	do	1,320
Huenemann, Mary	Typist	1,320
Paffer, Anne	Clerk	1,320
Kane, Anna Marie	Typist	1,320
Kaplan, Minnie	do	1,200
Kearney, Marie P	Clerk typist	1,340
Kesler, Phylis C	Typist	1,320
Kefauver, Mrs. Olie P	Steno	1,440
Kelly, Mrs. Caroline	Clerk	1,200
Kelley, Horace A., jr	do	1,200
Kendall, Ruth I	Typist	1,300
Kerns, Mrs. Olive H	File clerk	1,320
Kersten, Maude M. E	Clerk	1,200
Key, Irene	Typist	1,320
Kichline, Thos. E	Clerk	1,500
Kiesel, Clara	Check and bond sorter	1,260

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Killingsworth, Wm. C	Clerk	$1,440
Kilroy, Marguaret A	do	1,320
King, Mrs. Carrie A	do	1,200
King, Elsie E	do	1,320
King, Nellie L	Steno	1,440
Kinney, Nicholas J	Clerk	1,200
Kline, Ruth F	S. and T	1,400
Knapp, Marion H	Typist	1,200
Knowles, Paul	Messenger boy	600
Knowlton, Blanche K	Typist	1,440
Krack, Bernard	do	1,320
Kramer, Geo	Messenger boy	600
Kramer, Lillian C	Clerk	1,220
Kroll, Wm. McKinley	do	1,200
Krumke, Martha M	Typist	1,200
Kuehle, Eberhard A	do	1,320
Lacy, Margaret M	do	1,200
Ladd, Margaret L	do	1,200
Lambert, Robert E	Clerk	1,320
Lamson, Ruth	S. and T	1,440
Lang, Rachael	do	1,320
Larkin, Frances	Typist	1,200
Larkin, Mary E	S. and T	1,600
Lee, John L	Clerk	1,320
Leet, Lina L	Typist	1,400
Lefsky, Herman	do	1,320
Leiden, Cyril E	Clerk	1,200
Leigh, Adelaide W	Typist	1,320
Lingle, Fred J	Supv. clerk	1,320
Lipps, Mary E	Clerk	1,440
Livingston, Walter M	do	1,600
Lloyd, Joseph T	do	1,200
Lloyd, William K	do	1,500
Lodge, Louise N	Typist	1,320
Loeffler, Helen B	S. and T	1,400
Lomas, Mrs. Elizabeth M	Typist	1,320
Long, Emmet L	Clerk	1,200
Long, George A	Messenger boy	900
Long, Margaret M	Typist	1,320
Loor, Catherine K	do	1,200
Lothrop, Corinne M	Clerk	1,200
Lovett, Mildred C	S. and T	1,320
Luckett, Clinton B	Messenger boy	600
Luhn, Clarence O	Clerk	1,200
Lundberg, Robert F	do	1,500
Lydon, Marguerite D	Typist	1,320
Lyles, Mrs. Ruth A	do	1,320
Leake, Mable R	S. and T	1,400
Leaman, Norman	Messenger boy	600
Leasure, Thos. W	Clerk	1,440
Lever, Evelyn	Typist	1,200
Ledford, Jason L	do	1,400
Lee, George D., jr	Clerk	1,320
Lynn, Eleanor S	File clerk	1,320
Lynn, John H	Clerk	1,500
Lynn, Lillie B	Typist	1,320
McCabe, Richard Grant	Clerk	1,200
McCarthy, Gertrude M	Clerk-typist	1,600
McCarthy, Mary T	Typist	1,320
McCarty, Alice N	do	1,200
McClary, August J	Clerk, knowledge of bookkeeping	1,500
McDaniel, James W	Clerk	1,200
McDonald, Nellie A	Typist	1,320
McDougle, Edith A	do	1,320
McFall, Catherine	Stenographer and typist	1,400
McGarvey, Heln	Typist	1,320
McGuire, Dorothy H	Clerk	1,400
McInerney Margary M	Typist	1,320
McKeever, Elisa B	Clerk	1,320
McKenna, George E	do	1,320
McLaughlin, Genevieve T	do	1,440
McLeran, Huber C	Typist	1,320
McManus, W. J	Clerk	1,320
McMullin, Edna L	Stenographer and typist	1,400
McNeal, Ottie	Clerk	1,320
McOsker, Janet	Typist	1,320
McRee, Lila	Clerk	1,400
MacColl, Mary I	Stenograher and typist	1,400
Madden, Marieta P	Typist	1,500
Magruder, Harrison P	Clerk	1,200
Maher, Edward J	Office manager	1,600
Mallory, Alishia	Charwoman	800

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Markley, Mae A	Clerk	$1,200
Marley, Lily P	do	1,200
March, Alice E	do	1,200
Martin, Charles E	do	1,200
Martin, Gertrude E	Typist	1,320
Martin, Harry R	Clerk	1,200
Martin, Mary R	do	1,200
Martin, Nellie	Stenographer and typist	1,400
Mason, Helen I	do	1,400
Massare, Edna	Typist	1,200
Masterson, Thomas F	Messenger	1,200
Maugans, Alice G	Stenographer and typist	1,320
Maxam, Mary A	Clerk	1,600
Meelan, Helvn	do	1,200
Melvin, Marjorie	do	1,320
Menge, Edna N	do	1,320
Meyer, Margaret C	S. and T	1,320
Michaud, Wilford W	Clerk	1,500
Miles, Joseph J	Multi. operator	1,300
Miller, Bertha S	Clerk	1,200
Miller, Edward R	File clerk	1,200
Miller, Evelyn L	Stenographer	1,400
Miller, F. E	Typist	1,320
Miller, Sadie D	Clerk	1,320
Miller, Yetta	Typist	1,440
Miller, Zella D	Stenog. and typewr	1,320
Miner, Katherine F	Clerk	1,440
Miser, James A	Fireman	1,000
Mitchell, Elbert A	Messenger	600
Mollott, Esther	Stenogr. and typewr	1,320
Monachino, Marietta R	Typist	1,200
Mont, Louis D	Unskilled laborer	960
Montgomery, George F	Typist	1,320
Montgomery, Katie E	do	1,200
Mooney, Bertha F	File clerk	1,320
Moore, Mrs. Alice	Clerk	1,200
Moore, Francis J	do	1,200
Moore, William B	do	1,200
Moran, Edward J., jr	do	1,320
Morris, Marvin L	Typist	1,320
Morrison, Ella J	Clerk	1,200
Moyer, Rose E	do	1,320
Mueller, Katherine R	Typist	1,320
Mumford, Mrs. Doris B	do	1,200
Mundey, Elva M	Clerk	1,000
Murphy, Elva M	S. and T	1,400
Murray, Octavia E	Clerk	1,100
Murphy, Lillyan J	Typist	1,320
Musselman, Mrs. Carrie M	Clerk	1,320
Nally, Anna E	do	1,200
Nash, Earl A	do	1,320
Nash, Wilma A	Typist	1,200
Nemon, Lillian	File clerk	1,320
Newman, Dorothy A	Clerk	1,320
Newman, Elizabeth	do	1,320
Nigh, Mrs. Elizabeth W	do	1,320
Noble, Mrs. Maude	File clerk	1,100
Nolan, James H	Typist	1,200
Northcutt, Fannie S	Clerk	1,200
Norton, Anna B	S. and T	1,400
Norvell, March B	Clerk	1,200
O'Brien, Janet	do	1,400
O'Brien, Raymond Preston	File clerk	1,320
O'Dea, Margaret M	Typist	1,320
Odle, Edith R	S. and T	1,600
Ogle, Ralph E	Clerk	1,320
Oldys, Katherine S	Typist	1,200
O'Leary, William J	Clerk	1,320
O'Neal, Eleanor G	Typist	1,320
Orr, Bess E	Clerk	1,200
Osborn, Herbert M	Bookkeeper	1,600
O'Sullivan, Mrs. Agnes M	S. and T	1,400
Ostrow, Mrs. Mary	Typist	1,320
Otto, Blanche I	S. and T	1,400
Ourand, Myra E	Clerk	540
Owens, Joseph M	do	1,320
Pabst, Anna M	do	1,440
Page, Maynard F	Typist	1,200
Papson, Edward T	Clerk	1,500
Parker, Marion E	S. and T	1,320
Parks, Estelle	Clerk	1,200
Parsley, Ruth P	Typist	1,200
Paxton, Mrs. Carrie V	do	1,200

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Wilfred W. Peery	Clerk	$1,200
Peetz, Clara S.	do	1,440
Peters, Charles R	Typist	1,320
Phillips, Andrew J.	Clerk	1,320
Phillips, Elinor S.	do	1,200
Phillips, Merrill F	do	1,600
Pilchard, Gertrude E.	S. and T	1,320
Platt, Mrs. Fannie A.	Clerk	1,100
Poole, Joseph M.	Typist	1,320
Popkins, Mrs. Florence V	Clerk	1,200
Porter, Eunice R	do	1,440
Posner, Bessie	Typist	1,200
Power, Margaret E.	do	1,200
Powers, Hazel	do	1,320
Pratt, Maude M.	Clerk	1,200
Pries, Clara	Typist	1,320
Pries, Gertrude H.	Clerk	1,200
Purdy, Josephine C.	do	1,400
Quander, Charles J.	Messgr	720
Quinlan, Joseph P	Clerk	1,200
Ragan, Mrs. Cora I.	Tel. operator	720
Rainey, Mrs. Clara M.	Clerk	1,380
Rand, Hazel P.	do	1,200
Ransdell, Mrs. Eva W	do	1,320
Rasmussen, Gladys H.	do	1,340
Rawls, Annie	do	1,200
Redfield, Gilbert J.	Correspondence clk	1,500
Reece, Beryl B.	Clerk	1,320
Reed, Kenneth V.	Clerk	1,400
Reed, M. Agnes	Typist	1,200
Reed, Mrs. M. Landon	Clerk	1,200
Reid, Chas. O.	do	1,200
Reiss, Harry H	do	1,200
Reynolds, Katherine C.	S. and T	1,600
Rhodes, Henry	File clerk	1,200
Rice, Chas. Erwin	Clerk	1,320
Richter, Anne E.	Typist	1,200
Ridgate, Thos. H., jr	do	1,320
Riordan, Mary M.	File clerk	1,200
Roan, Catherine F	Typist	1,320
Roberts, Nancy K.	do	1,320
Robertson, Mrs. DeLane	S. and T	1,400
Robey, Bertha	Clerk	1,120
Robey, Etna L.	do	1,320
Robbins, Hugh J.	Skilled lab	1,000
Rodgers, Amy H.	Typist	1,320
Rogers, J. R.	Clerk	1,600
Rosen, Marks	S. and T	1,600
Rosenberg, Sonia A.	Typist	1,320
Rupert, Cecelia B.	Clerk	1,200
Rutter, Mrs. Nellie D.	do	1,200
Sadler, Mary A.	S. and T	1,440
Sale, Hubert P.	Clerk	1,200
Salle, Mrs. Bledsoe C.	do	1,200
Saltzman, Raymond	Messenger	600
Sanderson, Albert A.	Typist	1,320
Sargeant, Mable B.	Clerk	1,200
Savee, Adrienne N.	Clerk-typist	1,320
Sawitski, Benia M.	Typist	1,320
Scanlon, Mrs. Mary B.	Clerk	1,320
Scheffiar, Freda M.	Typist	1,500
Schellinger, Boulah M.	do	1,200
Scherer, Matilda L.	Clerk-typist	1,440
Scheuch, Sophia	Typist	1,320
Schirmar, Eva C.	Clerk	1,200
Schneider, Mary M.	S. and T	1,400
Schoyer, Leona E.	Typist	1,200
Schrack, Miriam M.	do	1,320
Scott, Alvin J.	Clerk	1,320
Scott, Gertrude	Typist	1,320
Sea, Helen V.	do	1,200
Searcy, Edgar P.	Clerk	1,200
Seitz, Earl S.	File clerk	1,200
Sewall, Mrs. Marion	Typist	1,320
Shackelford, Lisle	do	1,340
Shackelford, Phalti	do	1,320
Sharp, Marie C.	S. and T	1,440
Shaw, Josephine M.	Typist	1,320
Sheehan, Timothy N.	S. and T	1,400
Sherwood, Nellie J.	Clerk	1,400
Shirley, Francis D.	do	1,400

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Shreve, Walter Elliott	Typist	$1,[illegible]
Silverberg, Samuel	Mess. boy	[illegible]
Simonton, Chas. E	S. and T	1,[illegible]
Simpson, Ethel M	Typist	1,[illegible]
Simpson, William A	Bookkeeper	1,[illegible]
Sipes, Bessie L	Typist	1,[illegible]
Sisemoore, Alfred T	Typewriter repairman	1,[illegible]
Slapnicka, Helen A	Typist	1,[illegible]
Skyberg, Victor O	Clerk	1,[illegible]
Slattery, Nan D	Typist	1,[illegible]
Sloan, Marguerite P	do	1,[illegible]
Slutsky, Mary	S. and T	1,[illegible]
Smith, Anna P	Clerk	1,[illegible]
Smith, Chestina M	do	1,200
Smith, Hellen L	do	1,200
Smith, Helen M	Typist	1,200
Smith, John F	Clerk	1,640
Smith, Thelma V	S. and T	1,140
Smith, Thomas P	Mess. boy	600
Smith, Viola E	Clerk	1,[illegible]
Smith, Virgyl E	Typist	1,[illegible]
Smith, Wilbert J	do	1,[illegible]
Smith, William A	Clerk	1,[illegible]
Southworth, Palmer L	do	1,[illegible]
Spaight, Jennie M	Typist	1,[illegible]
Speer, Marion K	do	1,[illegible]
Spencer, Rose	S. and T	1,440
Spreckelmyer, John I	Typist, knowl. of ac	1,[illegible]
Stamm, Mildred Ruth	Typist	1,[illegible]
Stapp, Carl C	Cor. clerk	1,[illegible]
Steele, Virginia M	Typist	1,[illegible]
Stein, Clara	do	1,[illegible]
Stillwell, Jessie E	S. and T	1,440
Stoegerer, Anna J	Typist	1,[illegible]
Stokoe, Hazel	Clerk	1,[illegible]
Stowe, Gladys M	Typist	1,[illegible]
Stretch, J. E	Field clerk	1,[illegible]
Strunk, Anna H	Typist	1,[illegible]
Suit, Samuel A	Mess. boy	600
Sullivan, Mrs. Myrtle L	Typist	1,[illegible]
Svec, William F	Clerk	1,[illegible]
Tansey, Maude J	S. and T	1,440
Tardiff, Mrs. Josephine Cleary	do	1,[illegible]
Tasatskis, Meyer	Clerk	1,[illegible]
Tatro, Lena M	do	1,[illegible]
Taylor, Magor F	Unskilled laborer	900
Taylor, Rufus	Skilled laborer	1,[illegible]
Thacker, Berenice W	S. and T	1,440
Thiele, Mabel C	Typist	1,[illegible]
Thompson, Mrs. Jennie A	do	1,[illegible]
Thorne, Mrs. Addie W	do	1,[illegible]
Thornton, Marguerite	do	1,[illegible]
Thorpe, Beatrice M	File clerk	1,[illegible]
Thrift, Leonard E	Mult. opr	1,[illegible]
Tilghman, Sarah C	Typist	1,[illegible]
Tinker, Royal M	Clerk	1,[illegible]
Tisdale, Leo S	do	1,[illegible]
Todd, Elizabeth M	Typist	1,[illegible]
Toomey, Geraldine C	Bookkeeper	1,[illegible]
Trimble, Margaret	S. and T	1,[illegible]
Truax, Clara F	Clerk	1,440
Turner, Addie R	File clerk	1,[illegible]
Turner, Isabelle	Typist	1,[illegible]
Turner, Mary H	Clerk	1,[illegible]
Tweed, Howard P	Supv. clerk	1,[illegible]
Tyler, Milton L	Unskilled laborer	900
Tynes, Fay	Clerk	1,[illegible]
Umberger, Irene E	Typist	1,[illegible]
Van Devanter, Lillian	do	1,[illegible]
Van Loon, James R	Clerk	1,[illegible]
Vaughan, Gertrude B	do	1,[illegible]
Vogt, Robert L	do	1,[illegible]
Vosberg, Mildred Roberts	S. and T	1,[illegible]
Wade, Mary B	Clerk	1,[illegible]
Wagner, Hattie H	do	1,[illegible]
Walker, Archie B	do	1,[illegible]
Walkowsky, Joseph	Typist	1,[illegible]
Wallace, Emma	do	1,[illegible]
Wallace, Mrs. Julia P. F	Clerk	1,[illegible]
Waller, Katherine Y	do	1,[illegible]
Waller, Kathryn	do	1,[illegible]

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Walter, Marian A	Typist	$1,320
Wanlass, Camilla W	Clerk	1,440
Ward, Archer A	File clerk	1,200
Wardwell, Frances L	Clerk	1,200
Washington, Gertrude D	Typist	1,400
Waters, Henry D	Clerk	1,500
Watson, Mrs. Ruth A	Addreso. opr	1,200
Watts, James C	Clk	1,400
Weadon, Francis Mason, jr	do	1,320
Weaver, Katherine	Typ	1,320
Weisberger, Joseph H	do	1,320
Weise, Esther I	do	1,400
Welch, Harry J	Clk	1,400
Welch, Josephine M	Typ	1,400
Welsh, Walter S	Clk	1,320
Wells, Katherine Mary	do	1,400
Wertz, Minnie J	do	1,200
Wetzel, Mrs. Ethel E	Typ	1,320
White, Joan M	do	1,320
White, Leila Orne	Clerk qual. in ac	1,440
White, Mary A	Clk	1,320
White, Maurice B	do	1,320
Whitman, Allen F	Bkpr	1,500
Whitson, Lillian A	S. and T	1,320
Wicker, Mrs. Orrie S	Typ	1,320
Wiggins, Lida E	S. and T	1,500
Wilkin, Margaret	do	1,200
Wilkinson, Mrs. Charlotte	Clk	1,200
Williams, Mrs. Bertha Friedli	Typ	1,320
Williams, Bertha M	do	1,400
Williams, Dorothy A	do	1,200
Williams, George A	Unskilled lab	1,080
Willits, May D	S. and T	1,440
Wills, Mrs. Mary I	Typ	1,200
Wilsie, Blanche E	do	1,200
Wilson, Etta	Clk	1,200
Wilson, Roy L	do	1,320
Winn, Mrs. Helen D	do	1,200
Wolfe, Bertha F	do	1,640
Wood, Charles E	Lab	960
Wood, H. L	Cabinetmaker	1,880
Woodward, L. Alma	Clerk	1,320
Worthy, Charles	do	1,440
Wright, Edith A	Typist	1,200
Wright, Hilda	Clerk	1,320
Wunder, Claire E	Typ	1,320
Wyman, Mabel A	Clk	1,500
Youngs, Elphonso, sr	Skilled lab	1,100
Zamansky, Abraham A	File clk	1,200
Zeiler, Annie	Typist	1,320
Zuber, Frank E	File clk	1,320
Ahearn, James H	Mess	600
Bashford, John C	Clk. typ	1,600
Beagle, Lynda M	do	1,400
Biazzi, Antoinette M	S. and T	1,400
Bryant, Nettie	Clk	1,440
Bush, Aubrey	Chauff	960
Byrd, Caroline V	Clk	1,200
Doocy, Clara Louise	do	1,260
Doyle, Mary R	do	1,340
Halbert, Lake J	do	1,200
Harp, Shelby L	do	1,440
Hosbaugh, Clara	do	1,440
Husemann, Carl J	Multi opr	1,400
Keuerleber, Clara	Clk. typ	1,440
Kichline, Thomas E	Clk	1,500
King, Geo. B	do	1,440
Lang, Eleanor P	do	1,200
Lillard, Grace	do	1,440
McLeod, Frances D	do	1,200
McWhinney, Clara E	do	1,440
Mack, Wm. R	Clk. typ	1,500
Massey, Audrey M	Clk	1,440
Matthews, Anna A	Teacher	1,600
Payne, Alton	Msgr	720
Reed, Harry M	Clk	1,440
Renison, Wm. J	Trg. off	2,200
Richardson, M. E. Leona	S. and T	1,400
Ryan, Elizabeth D	Clk	1,320
Smith, Margaret C	Address. opr	1,240
Staniford, Grace	Clk	1,440
Truax, Roy E	do	1,240
Walling, Katherine M	Clk. typ	1,200

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Walters, Marjorie L.	Clk.	$1,320
Wayland, Fannie P.	Add. opr.	1,240
Weaver, Mae.	Clk.	1,200
Whittington, Esther.	Addr. opr.	1,240
Williams, Ray.	Typ.	1,400
Smith, Rose M.	Bkpr.	1,400
Alden, Chas E.	Chief clerk.	3,000
Allen, Charles R.	Supv. A. and T.	3,500
Aronoff, E. Jos.	Secy. of bd.	3,000
Field, Albert G.	Agents of dept. inf.	2,000
Haig, Frederick J.	Sten.	2,040
Jarvis, Maurice H.	Printing clk.	2,100
Lingamfelter, Newton S.	Clerk.	2,040
Little, John F.	Clerk (supl. and stor.).	1,800
Matteossian, Edward.	Sten. with languages.	1,800
Seaver, Wm E.	Clerk-draftsman.	1,980
Seymour, B. G.	Sten.	1,800
Shaw, John S.	Proofreader.	1,980
Ahearn, John C.	Mess. boy.	720
Allen, James H.	Clk. add.	1,500
Appel, Chas. A., jr.	Typist.	1,560
Aubin, Marie E.	do.	1,320
Bell, Lucy L.	Charwoman.	600
Berrigan, Elizabeth.	Sten.	1,320
Bishop, Mrs. Sidney D.	Clk.	1,220
Boverie, Katherine.	do.	1,140
Brelsford, Hazel E.	Sten.	1,596
Brooks, John R.	unskilled lab.	720
Brown, Shod D.	do.	900
Bush, Mrs. Anna M.	Charwoman.	600
Byers, Kansas.	Clk.	1,200
Cline, Mary F.	Sten.	1,400
Coker, Lily M.	Tel. opr.	1,200
Connor, Julia D.	Sten.	1,400
Coutrure, Mildred L.	Typ.	1,320
Coventry, Grace M.	do.	1,320
Cownes, Florelle.	Graphotype opr.	1,080
Cox, Carrie J.	Sten.	1,400
Cunningham, Elfa.	Clk. typ.	1,200
Duncan, Mabel H.	Typ.	1,200
Dunlap, Henrietta F.	Clk.	1,560
Espey, Anna L.	Typ.	1,320
Faber, Flora L.	Sten.	1,600
Fields, Gladys M.	Tel. opr.	1,000
Flatow, John L.	Address mech.	1,320
Fountain, Stewart.	Skilled lab.	720
Frame, Mrs. Clara L.	Typist.	1,320
Gallagher, Willa.	Clk.	1,320
Galt, Jean L.	S. and T.	1,400
Golden, Margaret A.	Typ.	1,320
Graham, Marie.	do.	1,200
Grant, John.	Watchman.	840
Gray, Hillman T.	Unskilled lab.	840
Hahn, Harold L.	Clk.	1,200
Handy, Perry.	Skilled lab.	720
Harris, John.	Watchman.	840
Harrison, Henrietta.	Charwoman.	600
Herndon, Frederick.	Skilled lab.	840
Hughes, Mrs. Nettie F.	Clk.	1,200
Hull, Callie.	Index and cat. clk.	1,600
Hunt, Mrs. Josephine.	Sten.	1,520
Hutchings, Ruth.	Clk.	1,320
Illingworth, Eva A.	Sten.	1,600
Jackson, George.	Msgr. boy.	720
Jett, May.	Tel. opr.	840
Johns, William H.	Skilled lab.	900
Kenney, Herbert C.	Unskilled lab.	1,000
Lauer, Mrs. Alice L.	Typ.	1,500
Leigh, Mrs. Mary R.	Clk.	1,200
McCaffrey, Lasalia L.	do.	1,200
McClure, Mollie M.	do.	1,320
McKee, S. W.	Doorman.	1,000
McNulty, Elizabeth E.	Typ.	1,320
Maguire, Gertrude M.	Sten.	1,600
Manning, Joseph.	Watchman.	900
Meade, Estella H.	Clerk.	1,400
Miller, Alice G.	Typ.	1,320
Miller, Mrs. Mary A.	do.	1,320
Montgomery, Ernest L.	Mess. Boy.	600
Moore, Isaiah B.	Msgr.	840
Myers, Helen K.	Sten.	1,600
Nelson, Obed.	Fireman.	1,080
Newcomb, Marian A.	Clk typ.	1,160

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CENTRAL OFFICE, WASHINGTON, D. C.—Continued.

Name.	Occupation.	Salary.
Noble, Mrs. Ida	Clk. file	$1,100
O'Neill, Claire M.	Book	1,600
O'Neil, Mary H.	Sten	1,320
Osborn, Jerome B., jr	Clk	1,400
Peerce, Mary W. G	Typ	1,200
Perkins, Elizabeth L	Clk	1,320
Porter, John E.	Fireman	1,080
Prisk, Iva Grace	Clerk	1,320
Pryor, William J.	Watchman	840
Purdy, Mary E	Stenographer	1,596
Reithmeyer, Joseph R	Skilled laborer	840
Robinson, Mrs. Katherine F	Typist	1,320
Robinson, Selma	Clerk	840
Ross, William A	Unskilled laborer	720
Sawyer, Martha H	Clerk Q. B. A	1,600
Schutt, Marie E	Stenographer	1,560
Shomaker, Mrs. Christine E	Typist	1,320
Smith, Eugene	Unskilled laborer	840
Smith, Mrs. Louise	Charwoman	600
Stokes, Mrs. M. W	Typist	1,320
Sullivan, Mrs. Francis E	Stenographer	1,320
Sullivan, William J	Skilled laborer	1,000
Tasco, John H	Unskilled laborer	720
Terry, Elizabeth F	Stenographer	1,392
Thomas, Adda	do	1,320
Thompson, Maida	Typist and stenographer	1,320
Thompson, Hosier H	Messenger	600
Towner, Isabel L	Clerk	1,560
Tracy, Charles J	do	1,200
Tregina, Arthur	do	1,520
Tyler, George H	Fireman	840
Tyree, Mrs. Elizabeth	Plate cutter and add. operator	1,596
Wakeman, Doris L	Clerk	1,320
Walker, Mary A	Multil. operator	1,400
Wallace, Burton A	Fireman	1,200
Washington, Mrs. Bessie M	Charwoman	600
Webb, Leo	Watchman	840
Weston, Mrs. Eva C	Clerk	1,400
Wheat, Mrs. B. H	Stenographer	1,600
Wheeler, Mrs. Helen E	Typist	1,400
Whittemore, Beulah L	do	1,320
Wilkins, Rosa A	do	1,200
Williams, Cleopatra	Charwoman	600
Williams, Parker	Eng	1,600
Wilson, Katherine	Typ	1,500
Wood, Mrs. Frances E	Plate cutter and add. opr	1,320
Woods, James F	Clk	1,320
Youngs, Elphonzo, jr	Msgr. boy	1,000

DISTRICT VOCATIONAL OFFICE NO. 1, BOSTON.

Angier, Harris W	Placement asst	$2,100
Black, John, Jr	Trg. asst	2,400
Borre, Peter C	Voc. adv	2,000
Bowser, Robert	do	3,000
Brown, Willis C	do	2,200
Buck, John H	Trg. asst	2,400
Chessman, Walter E	Asst. chief clerk	2,000
Chisholm, William J	Trg. asst	2,400
Chester, Edward P	do	2,400
Cooke, Charles Ralph	Placement officer	2,400
Craigie, George W	Voc. adv	3,000
Crandall, Chauncey N	Placement asst	2,400
Curran, Daniel J	Trg. asst	2,000
Dearborn, Lester W	do	2,400
Doucet, Alfred A	Voc. adv	2,400
Elton, Frederic G	Supv. adv. and trg	3,500
Ennen, William Gerard	Placement officer	2,400
Fiorillo, William T	Special agent	1,850
Fish, F. H	Voc. adv	3,000
Frothingham, William Henry	do	1,600
Haverty, Dennis H	do	2,000
Hogan, John	Voc. asst. (adv.)	2,500
Hurd, Leroy B	Clerk, adv. B. A	2,000
Johnson, G Adolph	Voc. adv. B. A	2,400
King, Mark A	Voc. adv	2,200
Lincoln, Howard A	do	2,200
McCarthy, Frank A	do	2,496
McLeod, Fred T. A	Dis. voc. off	3,750

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DISTRICT VOCATIONAL OFFICE, NO. 1, BOSTON—Continued.

Name.	Occupation.	Salary.
Melnick, Henry	Chief clerk	$2,400
Minton, Thomas J	Placement off	2,750
Mountford, Sumner L	Voc. adv	2,500
Muirhead, James W	Placement asst	2,400
Murphy, William J	do	2,500
Novitsky, Joseph F	Trg. asst	1,400
Palmer, Edward J	Voc. adv	3,000
Parks, Walter E	Trg. asst	2,400
Pepper, Chester L	Voc. adv	3,000
Richardson, Henry Stephen	Trg. asst	2,200
Riley, William J	do	2,400
Ryan, John W	Placement asst	2,400
Skolfield, S. Kenneth	Special agent	2,000
Spinney, Myron R	Supvr. placement	3,500
Stewart, John M	Placement asst	2,400
Sullivan, Arthur Joseph	Trg. off	2,400
Taylor, William P	do	2,500
Thorndike, Raymond W	Clerk, Q. B. A	1,800
Wade, Clifford L	Voc. Adv	2,750
Whelton, John B	do	3,000
Whittaker, Albert E	Trg. asst	2,400
Wood, Winfield S	Placement off	2,500
Sullivan, Joseph	Trg. asst	2,200
Hill, Harrison B	do	2,400
Allan, Barbara F. A	S. and T	1,400
Andreoli, Apolonia C	Typist	1,000
Bean, Marion C	S. and T	1,400
Biggi, Evelyn M	Typist	1,000
Bravy, Charles	do	1,500
Brennick, Frances A	Tel. opr	1,000
Brown, Ethel J	S. and T	1,296
Bryson, Emily A	do	1,400
Callanan, John J	Mess. boy	720
Carmody, Arthur A	Clerk	1,500
Coughlan, William H	Mess. boy	540
Covin, Julia	Typist	900
Cronin, Alice G	Mess. girl	600
Crowley, Katherine T	Typist	840
Cunningham, Genevieve	do	1,000
Curley, William T	S. and T	1,500
Daley, Hazel M	Typist	1,200
Darcy, John J	Clerk	1,400
Doheny, Margaret M	do	1,000
Doherty, Helen E	Mess. girl	600
Donahue, Kathrina	Clerk	1,200
Dooley, Maude A	do	1,000
Dorgan, Julia L	do	1,200
Drake, Elizabeth A	do	750
Dunham, Grace R	S. and T	936
Fanning, Anna J	Typist	1,400
Feldman, Harry S	Clerk B. A	1,400
Fernands, Elizabeth G	S. and T	1,600
Ferrick, Francis J	Mess. boy	540
Foster, Ethel M	Typist	1,200
Freede, Sadie	do	1,200
Galvin, Bertha K	Clerk	1,200
Gillis, Pauline E	S. and T	1,200
Gillooly, Catherine M	do	1,000
Goodman, Helen H	Typist	900
Gordon, Ida	do	1,000
Graham, Josephine C	do	720
Gray, A. Mabel	do	1,100
Greany, Nary E	Clerk	1,000
Gumpright, Hester M	S. and T	1,200
Hammond, Grace M	Typist	1,100
Hassett, M. Ethel	do	1,200
Havey, Madeline	do	1,000
Hennessey, Mary E	S. and T	1,400
Hennessey, Mary F	Typist	1,000
Hilton, Emma A	S. and T	900
Hubley, Edna M	Clerk Q. B. A	1,300
Jackson, Frances E	Index and cat. clk	1,200
Keevey, Alice	S. and T	1,400
Kenney, Martha D	Clk	900
Kirby, Elizabeth T	S. and T	1,400
Kumin, Bessie	do	1,200
Laughlin, Mary E	Typist	1,200
Lapuck, Mary	do	1,200
Lawler, Edward F	S. and T	1,500
Litchfield, Gwendolyn H	Typist	1,200
Lougee, Emma L	S. and T	1,200
Lovinger, Rose	do	1,400
Ludensky, George	Mess. boy	540

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DISTRICT VOCATIONAL OFFICE NO. 1, BOSTON—Continued.

Name	Occupation.	Salary.
McCloskey, Florence M	S. and T	$1,400
McGaffee, Catherine G	Typ	1,000
McGrath, Alice F	do	1,200
McInnis, Joseph J	Mess. boy	540
MacLeod, Christina F	S. and T	1,200
Moore, Marian	Clerk	1,000
Naylor, Marion H	S. and T	1,300
Parks, Lillian D	do	1,400
Paty, Loretta C	Typ	1,100
Poresky, Helen L	S. and T	1,000
Regan, Mary I	Typ	1,200
Revcroft, Hilda L	File clk	1,200
Rourke, Emily M	S. and T	1,200
Rudd, Mrs. Mary E	do	1,000
Saxton, Gladys M	do	1,200
Schlicht, Elizabeth A	Minor clk	900
Smith, Anna G	Typ	1,200
Smith, Gertrude E	do	1,200
Soper, Florence A	do	1,200
Stone, Geraldine M	Minor clerk	840
Sullivan, Agnes M	S. and T	1,200
Sullivan, Alice M. G	do	900
Sullivan, Hugh	Mess. boy	540
Sullivan, Mary Elizabeth	Typ	1,200
Thureson, Nils E	Mess. boy	600
Turkington, Helen P	Clk	1,600
Vlasak, James A	S. and T	1,500
Wade, Margaret	Clk	1,000
White, Evelyn J	Mess. girl	600
Wholly, Esther M	Clk	1,040
Wides, Rose	S. and T	1,200
Kilrain, Virginia A	Nurse	1,710
McGovern, Adrienne F	Typ	1,100

DISTRICT VOCATIONAL OFFICE NO. 2, NEW YORK.

Adkins, Robinson E	Training assistant	$1,500
Alverson, James K	Special agent	2,496
Bamman, Walter R	Training assistant	2,200
Barrett, William Donald	Special agent	2,200
Becker, Isaac F	do	2,400
Benway, Stillman A	Supervisor of placement	3,000
Bohn, Charles R	Placement officer	2,400
Borden, Harry V	Vocational adviser	2,500
Briggs, Riley R	Placement officer	3,000
Brown, Sharon O	Vocational adviser	2,200
Chappell, Wm. A	Placement assistant	2,300
Chidester, Albert J	Training officer	2,500
Christie, Arthur J	Placement assistant	2,400
Clark, William Anthony	Acting district vocational officer	3,600
Cleveland, Elmer F	Special agent	2,100
Clifford, Paul T	Placement officer	2,100
Collier, Francis S	Vocational adviser	3,000
Cryan, Charles M	Special agent	2,400
Deignan, Patrick I	Placement officer	2,000
Derham, John S	Training assistant	2,400
Dixon, Edward O	Placement officer	2,400
Dunkleberger, Eugene B	Vocational adviser	2,400
Durbin, Chas. A	Placement assistant	2,000
Fear, James W	do	2,000
Ford, Patrick J	Training assistant	2,250
Frisbie, William G	Vocational adviser	2,100
Gallagher, James J	Typist	1,800
Green, John W	Vocational adviser	2,400
Gruetzner, Henry C	Placement officer	2,500
Gunte, Henry L	do	2,400
Haas, Albert J	do	2,500
Hale, Jospeh W. L	Training officer	3,000
Hartnett, Edmond E	do	2,200
Hill, Charles R	Training assistant	2,400
Hutchings, Frank F	Placement assistant	2,400
Ives, William C	Vocational adviser	2,400
Jones, Arthur E	Placement assistant	2,400
Jones, Charles E	Training officer	2,500
Jones, Fred L	Vocational adviser	2,400
Jones, John W	Placement officer	2,750
Kiley, Bartholomew	Training assistant	2,200
Knight, Fred C	Placement officer	2,000
Kohsiek, Oscar	do	2,500
Lavenburg, Frederick W	Training assistant	2,200

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DISTRICT VOCATIONAL OFFICE, NO. 2, NEW YORK—Continued.

Name.	Occupation.	Salary.
Levussove, Stuart	Training officer	$2,400
Lissner, Arthur	S. and T	1,800
McAuliff, Leo F. A	Placement officer	2,500
McGarr, Thomas A	Training assistant	2,400
Maddison, Walter F	Training officer	2,750
MacMillian, William J	Placement officer	2,500
Meyer, Eugene H	do	3,000
Meyer, Henry L	Asst. chief clerk	1,800
Moulton, William J	Asst. business manager	2,400
Noffsinger, John S	Training officer	2,750
Noyes, William	do	3,000
O'Connor, John F. X	Placement assistant	2,400
O'Kane, Joseph C	Vocational adviser	3,000
Ottarson, Willard F	do	2,500
Peters, Samuel Arthur	Training assistant	2,400
Pomeroy, N. W	do	2,400
Prager, Gerald A	Vocational adviser	2,400
Pyle, Lester W	Placement assistant	2,400
Reagle, Frank H	Training assistant	2,200
Reynolds, N. H	do	2,000
Roberts, Edwin M	do	2,200
Savary, Charles P	do	2,400
Sayer, Albert Darby	do	2,400
Schlueter, Harry S	Placement officer	2,750
Shoemaker, Raymond B	Training assistant	2,400
Shuart, Clara	Vocational adviser	2,200
Smiley, Paul H	Supv. adv. and trng	3,000
Smith, W. Delos	Training assistant	2,400
Solender, Samuel S	Training officer	2,750
Stuart, Winchester	Vocational adviser	2,750
Tantillo, Benedict	Placement officer	2,400
Thayer, Harry J	Training officer	2,750
Travelbee, Harry C	Training assistant	2,200
Wentworth, Wallace E	Vocational adviser	2,750
Wheeler, Walter J	Placement officer	2,496
Whitney, William H	Training officer	2,750
Wilcox, Harry D	Training assistant	2,000
Wirt, Carl Gwyn	Placement assistant	2,250
Worden, Milo B	Vocational adviser	2,496
Abrams, Dorothy M	Messenger girl	600
Abrams, Hortense	File and index clerk	1,100
Adams, Maude	Clerk qual. in bus. adm	1,680
Afzelius, Kathleen V	Messenger	720
Alexander, Grace	Clerk	1,000
Alpher, Minnie	Typist	1,100
Altman, Emma L	do	1,200
Altman, Lillian	Messenger	600
Anderson, Hildegard L	Clerk	1,200
Anderson, Marian	Messenger	720
Aspinall, Mabel A	Typist	1,200
Azzoni, Mrs. Edith M	Tel. operator	1,200
Ball, Fanny H	S. and T	1,360
Banter, Ruth C. L	Typist	1,200
Barnitt, Phyllis W	do	1,200
Beamish, Emily F	do	1,200
Bernstein, Deborah	S. and T	1,200
Bernstein, Ray M	Typist	1,000
Bertsch, Emma G	Clerk	1,100
Blaneke, Herminia J	Typist	1,000
Bleckman, Gertrude	Stenographer	1,200
Block, Alberta C	Typist	1,200
Bloom, Beatrice E	S. and T	1,200
Bloom, Sarah J	Index clerk	1,000
Bogart, Eva	Clerk	1,200
Bohne, Mabel C	Typist	1,000
Bradley, Alice P	Messenger	720
Brennan, Marjorie A	Typist	1,100
Buechler, Sophie E	S. and T	1,680
Callahan, Margaret A	Clerk	1,200
Canning, Edith S	do	1,000
Cardi, Palmyra	Messenger girl	720
Carey, Rhea J	S. and T	1,200
Carroll, Margaret M	Clerk	1,200
Carroll, Mary F	S. and T	1,680
Chamberlain, Grace M	do	1,400
Chester, Philomene G	Clerk	1,200
Christense, Ruth E	Typist	1,000
Cleary, John J	Messenger boy	600
Clifford, Sue Veronica	Tel. operator	1,100
Cohen, Gertrude	S. and T	1,400
Cohen, Rose	Messenger girl	720
Colen, Alexander	Typist	1,200
Collins, Jane	Index clerk	1,100

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DISTRICT VOCATIONAL OFFICE, NO. 2, NEW YORK—Continued.

Name.	Occupation.	Salary.
Collins, Margaret C	Messenger	$600
Cortright, Mrs. Ruth E	Clerk	1,200
Crane, Charles D	File clerk	1,400
Cummings, Helen	Typist	1,000
Curran, Alice M	Clerk	1,100
Daly, Margaret	Stenographer	1,320
Damiano, May	Typist	1,100
Davis, Bertha	Clerk	1,100
Davis, Henry	Messenger boy	600
de Carvalho, Paula	Typist	1,100
Decker, Laura	Clerk	1,200
Deutsch, Rose	File and index clerk	1,100
Dickey, Helen G	Clerk	1,400
Donegan, Marie N	do	1,100
Doyle, May Elsie	S. and T	1,200
Drury, Gerald B	Clerk	1,600
Dublin, Lillian	Typist	1,000
Dudek, Mae F	do	1,100
Dunay, Rose	S. and T	1,200
Dyer, Helen	Messenger	720
Eckert, Harriet	S. and T	1,200
Emery, Florence	Typist	1,200
English, Helen J	S. and T	1,200
Epstein, Ellen	Clerk	1,100
Epstein, Rita	Messenger	720
Ettinger, Sol	do	600
Eyles, Clara	Clerk	1,000
Fagan, Vincent J	S. and T	1,200
Fay, Edgar H	Messenger	720
Finman, Sallie	S and T	1,200
Featherstone, Louisita M	File index clerk	1,200
Feuerstein, Esther	Typist	1,100
Finkelstein, Morris	S. and T	1,400
Fish, Jeanette	Typist	1,100
Flowerton, Alexandra C	do	1,200
Ford, Mrs. Margaret	File clerk	960
Foster, Ruth J	Clerk	1,400
Freed, Esther	S. and T	1,200
Freitag, Elsie	Messenger	600
Freitag, Katherine C	Typist	1,000
Gale, Petrel L	do	1,100
Geiger, Joseph L	Clerk	1,400
Geller, Sophie	S. and T	1,300
Gershenson, Esther	Typist	1,000
Gilmore, Eugene	Messenger boy	600
Gilroy, Maragaret M	Messenger girl	720
Glasser, Florence	Sten	1,200
Globe, Anna	Typist	1,300
Goldberg Grace	S. and T	1,200
Goldstein, Rebecca	Statistical clerk	1,100
Gorman, Thomas J	Typist	500
Gotlib, Lillian	Messenger girl	600
Gross, Selma	Clerk	1,200
Hanlon, Kathryn C	S. and T	1,320
Hahne, Mrs. Florence A	File clerk	1,100
Hardcastle, Mrs. May I	Clerk	1,000
Hargrave, Arthur	Messenger boy	600
Haubert, Caroline M	S. and T	1,200
Herbert, Jennie E	File clerk	900
Huggins, Mrs. Lucy M	Steno	1,320
Hutkins, Edythe	S. and T	1,200
Karp, Bessie	Clerk	1,200
Katz, Jeanette	S. and T	1,200
Kay, Helen	Typist	1,000
Kessel, Mrs. Margaret E	S. and T	1,300
Ketchum, Lulue	Clerk qual. in bus. adm	1,200
Kirk, Mrs. Anna	Clerk	1,000
Kramer, Flora	do	1,200
Lakestream, Mildred	S. and T	1,200
Langer, Ruth	Typist	1,100
Leib, Ruth	do	1,100
Levensohn, Sarah N	Clerk	1,100
Lewis, Rose	File clerk	1,000
Lifschitz, Mabel	S. and T	1,200
Llwellyn, Ida L	do	1,200
Lunde, Mabel	Clerk	1,200
Lynch, Alice C	S. and T	1,200
McAuliffe, Marian Josephine	do	1,200
McCann, L. Harold	Messenger	600
McDonald, Albert	do	600
McMahon, Harry	Clerk	1,600
McManus, Mayne	Steno	1,200
McNamara, Helen	Typist	1,200

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DISTRICT VOCATIONAL OFFICE, NO. 2, NEW YORK—Continued.

Name.	Occupation.	Salary.
McNeeley, Rosemary	Index clerk	$1,100
McVeigh, May	S. and T	1,200
Magid, Sadie	Typist	1,200
Magna, Mary	Messenger	720
Maher, Winifred	File clerk	1,000
Mahler, Bertha	Typist	1,200
Marinoff, Lea	S. and T	1,200
Markwits, Pauline	....do	1,200
Matthewson, Mrs. Mabel H	Clerk	1,100
Mayer, Christopher	Messenger	600
Meegan, Mrs. Anna L	Clerk	1,100
Meehan, Helenita G	S. and T	1,200
Meehan, William	Messenger boy	720
Meng, Mrs. Ottilia B	Typist	1,100
Menzler, Helen L. C	S. and T	1,400
Michell, Doris	Messenger	720
Michell, Sidwell	....do	720
Middleman, Sadie	Typist	1,100
Miles, Rebecca M	Index clerk	1,000
Mohahan, Christine	....do	1,000
Morenz, Charlotte	Typist	1,100
Muller, Elizabeth	Messenger	720
Murphy, Harriet A	Clerk	1,100
Neely, Mrs. Kathleen M	S. and T	1,400
Neidenberg, Doris	Typist	1,000
Newman, Verna E	S. and T	1,200
Neylon, Delia C	Clerk	1,100
Nickerson, Margaret A	File clerk	900
Ober, Mary L	Clerk	1,400
O'Brien, Nora T	Messenger girl	600
O'Brien, Rose L	S. and T	1,200
O'Connor, Josephine F	....do	1,200
O'Hanlon, Helen	Messenger	600
O'Neil, Mrs. Elizabeth	File clerk	1,200
Ord, Marion M	Clerk	1,400
O'Reilly, Kathleen C	....do	1,200
O'Reilly, Marie A	Messenger girl	720
Owens, Anna T	Clerk	1,100
Parmet, Yetta R	Typist	1,100
Perlman, Rose	S. and T	1,200
Peterson, Alma	File clerk	900
Petterson, Agda C	Typist	1,000
Phelan, Loretta A	Clerk	1,100
Phillips, Frieda	....do	1,100
Phillips, Louis M	S. and T	1,400
Philson, Marion F	....do	1,100
Platzeder, Emma J	....do	1,600
Posner, Ray	....do	1,000
Rackle, Mary Louise	....do	1,400
Rapp, Katherine U	Clerk	1,200
Rappoport, Ida	Typist	1,100
Redmond, Edythe J	....do	1,200
Reiner, Frances	....do	1,000
Richardson, Mrs. Isabel F	S. and T	1,200
Robaklewicz, Felix	Messenger boy	600
Rock, Marguerite	Messenger	720
Rolfe, Helen M	Typist	1,000
Romano, John J	Janitor	1,000
Ronalds, Caroline E	Clerk	1,400
Rooney, Stella M	....do	1,200
Rosenthal, Bessie	Messenger girl	600
Ross, Gertrude M	Clerk	1,000
Ross, Margaret C	Typist	1,000
Rubin, Ethel	....do	1,100
Rundlett, Helen J	....do	1,300
Sargoy, Belle	....do	1,100
Saul, Anna	Index clerk	1,000
Saunders, Marion	Clerk	1,100
Schneider, Anna	Messenger girl	720
Schochet, Charlotte S	Typist	1,000
Scholder, Henrietta	....do	1,000
Schoomaker, Mabel	Clerk	1,100
Schub, Augusta	....do	1,000
Schultz, Mrs. Florence E	Typist	1,100
Schweitzer, Samuel	Messenger	720
Scorso, Helen A	Messenger girl	720
Scott, Matilda A	Typist	1,300
Segall, Ruth	Clerk	900
Seligson, Beatrice	S. and T	1,200
Shea, Mrs. Grace I	Typist	1,400
Shelley, Nellie	S. and T	1,300
Shulman, Shirley	Typist	1,000
Silva, Margaret	Clerk	1,400

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DISTRICT VOCATIONAL OFFICE, NO. 2, NEW YORK—Continued.

Name.	Occupation.	Salary.
Simmons, Charlotte C	S. and T	$1,400
Simon, Gussie	Messenger	600
Simpson, Evelyn	Typist	1,200
Skidmore, Emmeline M	Clerk	1,200
Slattery, Frances P	Typist	1,000
Smith, Cora M	File clerk	1,100
Smith, Elizabeth L	Clerk	1,300
Smith, Ella M	Typist	1,000
Smith, Helen T	Messenger	720
Smith, Mrs. Margaret de H	Stenographer	1,300
Spector, Belle	S. and T	1,300
Stanger, Bessie F	Typist	1,100
Starrett, Rose H	Clerk	1,200
Steele, John Bruce	Messenger boy	600
Sullivan, Hannah I	Clerk	1,100
Tanner, Mrs. Ethel M	do	1,600
Tashman, Anna B	Typist	1,000
Thompson, Edward J	Messenger	600
Thurman, Mrs. Genevieve	Typist	1,200
Triebe, Laura J. E	Clerk	1,400
Turkinsky, Elizabeth A	Stenographer	1,200
Unger, Mrs. Carrie C	Clerk	1,500
Unger, Gertrude	S. and T	1,300
Van der Clute, Gertrude	Messenger	720
Von Essen, Matilda M	Typist	1,100
Walsh, Mary	Mail clerk	1,100
Wangenheim, Emily	S. and T	1,300
Watt, Emma B	Clerk	1,200
Weeks, Mrs. Eva S	Index clerk	1,200
Weinberg, Betty	Clerk	1,200
Wheelock, Florence	Index and catalogue clerk	1,200
Whipple, Florence E	S. and T	1,400
Williams, Anna M	Messenger girl	600
Winker, Mary	S. and T	1,200
Witham, Maude	do	1,400
Woelfle, Alma	Clerk	1,200
Wolfson, Ida	File and index clerk	1,100
Woods, Rose M	Clerk	1,100
Young, Rose M	Typist	1,200
Zajops, Henry	Messenger boy	600
Zaubler, Bertha	Typist	1,000
Zauderer, Ida	do	940
Zeman, Marie	do	1,000
Alpert, Florence P. (Mrs.)	do	1,100
Altman, Anna	Clerk	1,100
Farrell, Anna	Typist	1,100
Friedberg, Benjamin	Messenger	600
Henson, Dorothy R	Typist	1,100
Higgins, Rosalie	Clerk	1,200
Holzer, Lillian	Typist	1,100
Hunt, Ruth	do	1,100
Katzenberg, Helen	Clerk	1,200
McDermott, Mae	Typist	1,100
McIlraine, Lucile	Teacher	1,600
Martins, Lillian I	Clerk	1,100
Mindlin, Celia	File clerk	1,200
Peaceman, Estella	Typist	1,140
Quinlan, Katherine T	Clerk	1,200
Rucker, Maud M	do	1,100
Street, Mildred D	Teacher	1,740
Tobiassen, Thorwaldt	Messenger	600

DISTRICT VOCATIONAL OFFICE NO. 3, PHILADELPHIA.

Allen, Franklin E	Placement ass't	$2,400
Black, Carl Leroy	Vocational adviser	2,400
Borman, Otto	Training ass t	2,200
Brooks, John D	Supv. adv. and trg	2,400
Burke, Charles J	Vocational adviser	2,400
Clime, A. P	do	2,500
Crossen, Harry J	Placement ass t	2,400
Doeden, Frederic	Training officer	2,400
Entwisle, Thomas Lee	Vocational adviser	1,800
Farr, Henry T	do	2,400
Ferguson, Josephus B	Tr g officer	2,400
Finn, William J	Vocational adviser	2,250
Foster, Byron E	Tr g ass t	2,100
Fuller, Robert J	Dis. voc. officer	3,900
Gaffney, John A	Voc. adviser	2,400
Gehres, Winfield E	Placement officer	1,800
Gilbert, Fred LeRoy	Tr g ass t	2,400

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DISTRICT VOCATIONAL OFFICE NO. 3, PHILADELPHIA—Continued.

Name.	Occupation.	Salary.
Giles, Hugh B	Special agent	$2,400
Godfrey, James D	Tr'g ass't	2,750
Guenther, Charles C	Placement officer	2,500
Greer, John J	Tr'g officer	3,000
Hallowell, Samuel Page	Placement ass't	2,400
Haslam, John J	Placement officer	2,500
Haslam, Samuel K	Tr'g assistant	2,400
Hepburn, Charles M	Voc. adv	2,000
Halloway, J. B	do	3,000
Hynes, Clarence F	do	2,400
Kehoe, John J	Placement officer	2,400
Kelly, Daniel James	Tr'g officer	2,400
Kenyon, Harvey H	Tr'g ass't	2,400
King, Rodney S	Voc. adv	1,900
Kreider, Wilmer A	Tr'g officer	3,000
McCool, Luke A	Placement officer	2,400
MacIntire, Andrew H	Tr'g ass't	2,500
Malmberg, Constantine F	Voc. adv	2,500
Mendenhall, Joseph H	do	2,400
Millard, Hugh I	do	3,000
Nusbaum, John W	Tr'g ass't	2,200
Pierce, Edward S	Placement officer	2,500
Reap, Michael B	do	2,400
Reid, William	Voc. adv	2,500
Ritter, Benjamin H	Tr'g ass't	2,400
Robinson, William M	do	2,000
Rossier, Wesley M	do	2,100
Shortley, Michael J	do	2,100
Shumaker, Joseph M	do	1,800
Sisson, Howard R	Personal ser. of	2,400
Stamm, Walter W	Voc. adv	3,000
Stein, Charles J	do	2,750
Storm, John D	Tr'g officer	2,100
String, Albert Burton	Placement ass't	2,400
Tacke, Yeteve E	Sten. and typist	2,000
Terry, Newton	Cor. clerk	1,800
Thomas, Chas. H	Tr'g ass't	2,300
Tompkins, Meade E	do	1,700
Upton, Raymond M	do	2,400
Vaughn, Harold	Voc. adv	2,000
Walker, Joseph A	Tr'g ass't	2,000
Weaver, Garfield W	Supr. of placement	3,500
Wilson William B., jr	Placement ass't	2,200
Windham, Fred LaFayette	Case officer	2,750
Abel, Gertrude C	Typist	1,200
Abramson, Yetta H	do	1,000
Aldworth, Kathleen M	do	1,100
Babbitt, M. Evelyn	do	1,400
Bacjman, Edgar Henry	S. and T	1,500
Balthaser, Deborah	do	1,300
Beliekowsky, Sadie	Typist	1,200
Bilsky, Elsie E	do	1,300
Brey, Joseph E	do	1,320
Bryant, Bernice E	do	1,200
Bungeroth, Kathryn E	Typist	1,100
Burk, Teresa R	do	1,080
Champion, Marietta K	Clerk	1,000
Chester, Emma B	Typist	1,200
Courtenay, Isabel A	do	1,300
Cunniff, Martin J	Clerk	1,000
Cunningham, Margaret C	Typist	1,400
Davidson, Marie	S. and T	1,200
Davis, Bessie R	Typist	1,000
Day, Mrs, Charlotte S	Schedule clerk	1,080
Diener, H. Edna A	Clerk	750
DeLany, Raymond J	do	1,400
Dratch, Esther M	S. and T	1,100
Eagan, Ethel Ray	do	1,000
Ewing, Arthur R	Clerk	1,200
Ewing, Laura J	S. and T	1,200
Eyre, Margaret K	do	1,200
Faherty, Hilda A	Clerk	950
Feaster, Angela	do	1,000
Feinberg, Blanche	Typist	1,100
Flynn, Ann V	do	1,000
Foley, Margaret E	do	1,100
Gallo, David T	S. and T	1,400
Gise, Mrs. Margaret James	Typist	1,100
Goldstein, Diana	do	1,000
Gounder, Lillian A	Tel. operator	900
Green, Manila B	S. and T	1,800
Groat, Ruth M	Typist	1,800
Hannold, Lillian H	Clerk	1,080

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DISTRICT VOCATIONAL OFFICE NO. 3, PHILADELPHIA—Continued.

Name.	Occupation.	Salary.
Harkness, Aida Lydia	Typist	$1,200
Harmstead, Louise	S. and T	1,100
Hastings, Madeleine E	Clerk	1,000
Hayes, Catherine I	Typist	1,300
Heckert, Helen A	S. and T	1,200
Hendley, Clara J	Clerk	1,100
Hogan, Marcella E	Typist	1,000
Holt, Lillian M	File clerk	1,100
Hood, Regina V	S. and T	1,200
Humphrey, Clare M	Typist	1,100
Joyce, Catherine B	do	1,100
Kaneff, Elizabeth R	S. and T	1,100
Kaufman, Vesta M	do	1,100
Kearns, Thomas A	do	1,200
Keenan, Catherine C	do	1,200
Kern, Elizabeth	Typist	1,100
Kirby, Mrs. Ethel Harris	S. and T	1,200
Lampert, Eleanor	File clerk	1,000
Lawrence, Mrs. Helen R	do	1,000
Le Fevre, Emily B	S. and T	1,000
Lindbald, Henrietta N	do	1,200
Lindsley, Marion F	Clerk	1,000
Littlestone, Rose K	S. and T	1,400
Lockwood, Mrs. Maude Olive	do	1,300
Longaker, Alice B	do	1,400
Loux, Frances W	do	1,200
Lowry, Frank J	Clerk	1,500
McConnell, Dorothy J	Typist	1,000
McCormick, Regina C	do	1,000
McFadden, Frank X	Bookkeeper	1,500
McGovern, Marie	File clerk	950
McLaughlin, Marie A	Typist	1,000
Mann, Rae	do	1,000
Marion, Mary A	do	1,100
Meyers, Regina D	do	1,100
Miley, Nellie M	S. and T	1,400
Miller, Josephine	Clerk	1,000
Monahan, Gertrude S	do	1,100
Myers, Charles Wesley	Minor clerk	700
Newell, Bessie E	Clerk	1,200
Newell, Florence G	Typist	1,000
Newman, Verna E	do	1,200
Novick, Edward	File clerk	1,000
O'Donnell, Andrew B	Mess. boy	650
Otto, Blanche J	S. and T	1,400
Oxenburg, Yetta	S. and T	1,000
Pedrick, Emily W	Typist	1,100
Pennacchio, Charles T	Clerk	1,200
Peters, Lucian M	do	1,000
Pollock, Marion M	Typist	1,200
Reed, Iona	S. and T	1,000
Reidinger, Mildred E	Typist	1,200
Rice, Leona M	Clerk	950
Rosenthal, Sara	Typist	1,100
Russell, Ada F	S. and T	1,200
Schaefer, Clara C	Typist	1,100
Scheinfield, Mrs. Sylvia	do	1,300
Semelbeck, Emma L	do	1,200
Sheaffer, F. Pauline	S. and T	1,300
Shields, Mrs. Ethel	do	1,200
Simon, Frances H	do	1,300
Smedley, Susan	File clerk	1,000
Smith, Jessie C	Typist	1,100
Smyrl, Robert D	Clerk	1,000
Smythe, Virginia C	do	1,000
Spachman, Bertha R	Typist	1,300
Stark, Morrjs	do	1,200
Stein, Beatrice C	S. and T	1,200
Stewart, Leslie B	do	1,500
Taylor, Mary M	do	1,200
Thardon, Edward E	do	1,400
Torg, Nettie	Dictaphone operator	1,200
Umstead, Harvey M	S. and T	1,100
Voltz, Harry J	do	1,400
Wagner, William A	Clerk, knowl. of ac	1,700
Weney, Margaret L	Typist	1,000
Wheeler, George A	S. and T	1,100
Wonderly, Elizabeth M	Typist	1,100
Work, Elizabeth T	Clerk	950
Yates, Daniel A	Medical clerk	1,600
Yost, Eva A	Typist	1,100

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DISTRICT VOCATIONAL OFFICE NO. 4, BALTIMORE.

Name.	Occupation.	Salary.
Albaugh, Thurlow K	Placement asst	$2,400
Anderson, John G	Vocational advisor	2,500
Beakes, Samuel W	Special agent	2,400
Beebe, Mathew R	Vocational advisor	2,750
Bottoms, Clarence E	Special agent	2,200
Braham, William W	Training asst	1,900
Campbell, Frank Patrick	Placement asst	1,500
Caulkins, Glenn Whitman	Vocational advisor	2,500
Clawson, Isaiah D	Placement off	2,400
Crosby, Ernest S	Vocational advisor	2,000
Crowley, John T	Placement off	2,400
Cummings, Leslie O	Supv. of training	3,500
Dalton, A. J	Supv. of placement	3,000
Danziger, Samuel	Placement off	2,750
Dimmick, Earl W	Vocational advisor	2,750
Elder, T. C	Special agent	2,750
Eller, Walter F	do	2,000
Fischer, Eugene R	Training asst	2,000
Gormley, Thomas F	do	1,400
Greenleaf, Walter J	Training officer	2,000
Hatfield, Harold D	Training officer (½ time)	1,250
Hummel, Charles Edward	Vocational advisor	2,100
Jacobs, Walter C	Training asst	2,400
Joyce, E. Edwin	Placement off	2,400
Keen, John H	Training off	2,700
Kines, Louis McKim	Vocational advisor	1,920
Lynn, Carrol S	Training asst	1,596
Magee, William H	District voc. officer	4,000
Metcalf, J. M. P	Voc. adv	2,250
Metcalf, William	Trg. officer	2,700
Miller, Kenneth F	Special agent	1,800
Nall, Thomas C	Vocational advisor	2,250
Nugent, William B	Special agent	2,400
Oberg, Phillip W	Training officer	2,400
Rives, Thos. McDowell	Trainingasst	2,000
Rodriquez, Herminio	Vocational adv	2,400
Sargent, Charles F	Training asst	2,400
Schulze, Walter E	Vocational adv	3,000
Scott, Ira Dwight	Training asst	2,400
Silkman, Arthur T	Bookkeeper	1,800
Smith, Daniel E	Vocational adv	2,200
Thomas, Howell H	Training asst	2,400
Tuttle, Guy H	Vocational adv	2,400
Wallace, Rodger W	do	3,000
Wheeler, S. R	Placement officer	2,400
Williams, John F	Placement asst	2,700
Williams, Thos. N	do	1,800
Winters, Franklin I	Training asst	2,400
Woodley, O. I	Advisement officer	3,000
Atkinson, Grace	Clerk	1,300
Ball, Dora W	S. and T	1,400
Barrett, Agnes C	Typist	1,000
Barry, Elise L	Clerk	1,320
Bender, Hilda	Typist	1,000
Benson, Ida	S. and T	1,200
Berger, Rita	do	1,400
Bond, Mrs. Elenor H	do	1,200
Bosley, Beatrice R	Clerk	1,400
Brack, Anita C	S. and T	1,300
Brady, Bessie	Typist	1,100
Branham, Thurston Beverly	Clerk	1,200
Brinkley, Florence T	S. and T	1,400
Brown, William L	Msgr	900
Campbell, Edythe	Typist	1,200
Campbell, Mrs. Elaine	do	1,200
Clarke, Irene	do	1,000
Cockey, Mrs. Lida F	do	1,200
Cooper, James D	Clerk	1,320
Crosby, Mrs. Emily M. S	Typist	1,500
Digges, Mary D	S. and T	1,500
Dimmick, Marie C., Mrs	Typist	1,400
Eirich, Ella	do	1,100
Fisher, Edith M	Multigraph oper	1,320
Flynn, Margaret	S. and T	1,400
Gabel, Ella	do	1,200
Gains, Pheobe R	do	1,400
Galloway, Mrs. Etta L	Clerk	1,600
Gantt, Lalla D	Typist	1,200
Gassaway, Mrs. Virginia A	S. and T	1,400
Gelbrick, Annie Laurie	Typist	1,320
Goldblatt, Kathryne	Stenog	1,320
Goldstein, Elsa	Typist	1,100
Goldstein, Hilda J	S. and T	1,320

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DISTRICT VOCATIONAL OFFICE NO. 4, BALTIMORE—Continued.

Name.	Occupation.	Salary.
Good, William A	Typist	$1,200
Goodman, Florence	Stenog	1,200
Gramling, Mary	Typist	1,000
Haltigan, Emily C	S. and T	1,392
Hammack, Lulu F	Clerk	1,200
Harward, Mary E	Typist	1,200
Hinesm, Mary W	do	1,200
Hogard, Cora	do	1,300
Hoke, Lillie R	Clerk	1,100
Jones, Dorothy M	do	1,320
Kimball, Blanche M	Stenog	1,400
Koenigsburg, Pauline	Typist	1,200
Koll, Anna M	Stenog	1,320
Lambert, Mary A	S. and T	1,200
Larkin, Chas. H	Typist	1,200
Lavine, Gertrude	do	1,200
Logue, Catherine T	S. and T	1,320
Losinsky, Mary	Typist	1,200
Lottes, Lillian M	Stenog	1,400
Lyles, Charles H	Unskilled lab	1,100
McCabe, Louise	Typist	1,200
McCrea, Mildred	do	1,000
McGinnis, Mildred	do	1,200
MacNicholas, Mrs. Loretta A	S. and T	1,400
Mallon, Mrs. Lillian	Typist	1,200
Markell, Charlotte	S. and T	1,400
Martin, Bessie B	Clerk	1,320
Matthews, Elenor A	do	1,000
Michael, Clarence J	Typist	1,200
Monmonier, Sarah E	S. and T	1,320
Moore, Clarence B	Typist	1,500
Murphy, Rose K	S. and T	1,400
Myers, John M	Typist	1,000
Noel, Marie	do	1,200
Patterson, Mrs. Lida Gregg	Stenog	1,400
Penn, Florence E	Clerk	1,500
Pohlman, Adelaide L	S. and T	1,200
Pritchard, Mrs. Florence McC	Stenog	1,200
Russell, Elva	Typist	1,200
Rusteberg, Eva	Tel. op	900
Sacks, Bertha	Typist	1,200
Samson, Margaret	Stenog	1,400
Sexton, Mrs. Helen R	Typist	1,200
Shugar, Dorothy	Stenog	1,200
Small, Samuel A	Typist	1,200
Smith, Alma	Stenog	1,400
Smith, Frank E	do	1,400
Smith, Nannie R	S. and T	1,300
Smoot, Katherine	Clerk	1,300
Stack, Camilla	Typist	1,200
Stack, Marie	Clerk	1,400
Stansbury, Florence A	S. and T	1,400
Stevens, Katherine V	Clerk	1,300
Summers, Jane G	do	1,200
Terrell, Ruth B	Stenog	1,200
Tipple, Mrs. Martha	S. and T	1,400
Townsend, Elenor K	Clerk	1,300
Tripps, James E	Msgr. boy	900
Vincent, Mabel	Typist	1,300
Watson, Kathryn	do	1,100
Webster, Mrs. Sara	do	1,320
Wiegand, Bertha M	Stenog	1,500
Wise, Harry T	S. and T	1,600
Wyatt, Mrs. Edna	Typist	1,200
Allen, Elmer J	Voc. adv	2,400
Dillon, Raphael	Nurse	1,270
Keating, Michael	Voc. adv	1,250
Kelker, Rebecca	Typist	1,200
Meade, Lulie W	Nurse	1,710
Osborne, Mayne J	Clerk	1,200

DISTRICT VOCATIONAL OFFICE NO. 5, ATLANTA.

Ahlgren, W. B	Clerk	$2,000
Beall, George G	Voc. adv	1,800
Berghauser, Albert S	Spec. agent	2,400
Bird, John E	Trg. asst	2,400
Brawley, Vivian Jeter	Place asst	2,000
Bynum, Robert L	Trg. off	2,500
Cosgrove, Capt. B. M	Tr. off	2,400
Crenshaw, David R	Place asst	2,400
Crenshaw, Wendel P	Bookkeeper	1,800

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DISTRICT VOCATIONAL OFFICE NO. 5, ATLANTA—Continued.

Name.	Occupation.	Salary.
Davis, John L	Place off	$2,400
De Bose, Marion D	Trg. off	3,000
Furman, E. L	Voc. adv	2,750
Gipson, S. L	do	2,500
Godwin, John Luther	Trg. asst	1,800
Graves, Harry B	Voc. adv	2,500
Greene, Harry G	do	2,500
Griggs, E. E	Place off	2,400
Mam, Richard E. P	Per ser. off	2,500
Harrison, Thos. P	Trg. asst	2,400
Hess, James P	do	1,800
Hyde, Charles W	Spec. agent	1,800
Lawson, Joseph Forney	Trg. asst	2,000
McElroy, Andrew	Place asst	2,500
McLaurine, Wm. M	Voc. adv	2,750
McLeod, Irving M	do	2,100
Miller, W. P	Trg. asst	1,800
Murphy, Eugene M	Trg. off	2,400
Newman, Clifford L	do	2,750
Pilbean, Mrs. Eleanor K	S. and T	1,950
Pittman, James S	Trg. asst	2,400
Putnam, Charles W	do	2,300
Rees, Henry Lloyd	Place asst	2,400
Sanford, Shelton P	Trg. asst	1,800
Schulz, C. G	Dis. voc. off	3,750
Shepherd, Alfred	Place off	2,500
Slaton, John M., jr	Trg. off	2,400
Smedal, Harold	Place asst	2,400
Story, Sandy S	Trg. asst	2,400
Story, Mrs. Veta M	do	1,500
Turnet, Edward P	Supt. of place	3,000
Turner, Marie	Sup. clerk	1,950
Waldrip, Elmer	Spec. agent	2,400
Wardlaw, Joseph C	Tr. off	2,400
White, Dorsey B	Sup. of A and T	2,400
White, Robert H	Trg. off	3,000
Williams, Alvin L	Tr. asst	2,400
Williams, De. Herbert L	Med. off	2,400
Aiken, Anita R	Clerk	1,100
Akins, John Paul	Typ	1,200
Avery, Verna L	do	1,440
Baker, Lucile	Clk	1,200
Barfield, Eva J	S and T	1,200
Barnett, Mrs. A	Typ	1,200
Beauchamp, Mrs. S. D	S and T	1,200
Beavers, Mrs. R. R	Typ	1,200
Berghauser, Mrs. Ailsie Powell	Clk	1,100
Bigger, Pierce	Mess. boy	600
Birch, James H., jr	Mul. opr	1,020
Block, Mrs. Nonie M	S and T	1,320
Boulineau, W. W., jr	do	1,500
Bradford, Lathan	Mess. boy	600
Brooks, Ladd	S and T	1,320
Brown, Ruth	Typ	1,100
Carroll, Thelma	File clerk	1,100
Chambers, Daniel	Mess. boy	600
Christian, May	Clk	1,000
Christie, Mrs. Daisy L	S and T	1,200
Conry, Mary	Typ	1,320
Cunningham, Katherine	Clk	1,200
Dackler, Mrs. Helen S	do	1,000
Darby, Mrs. Martha G	S and T	1,500
Davidson, Ruby L	do	1,200
Davis, Tommie L. (Miss)	Clk	1,100
Dennington, Mrs. T. E	Typ	1,100
Dennis, Pauline E	Clk	1,100
DeFree, Martha Edith	S and T	1,320
Dickson, Mrs. Julia D	Typ	1,100
Dillard, John H	Clk	1,600
Dudley, Mrs. Ruth	S and T	1,400
Duval, Marie D	Typ	1,100
Felker, Mrs. Ethyl M	do	1,200
Flanagan, Taylor E	do	1,200
Floyd, Aaron	Mess. boy	600
Floyd, George Newton	do	900
Fox, William M	S and T	1,500
Gatchell, Lelia	Typ	1,200
Glass, Fannie	S and T	1,200
Griffin, Mrs. Lula W	Clk	1,000
Guerrard, Mrs. Pattie E	Asst. bkpr	1,200
Hall, Ruth O	Typ	1,200
Hansen, Hilda	S and T	1,200
Elliott, Gladys	do	1,200
Harrison, Isham	do	1,500
Hayes, Belle D	do	1,400

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DISTRICT VOCATIONAL OFFICE NO. 5, ATLANTA—Continued.

Name.	Occupation.	Salary.
Henderson, Harriet L	Trg. asst	$1,500
Hodges, Lucile M	S and T	1,320
Hood, Mrs. Pearl B	do	1,600
Hood, Robert H., jr	Trg. asst	1,500
Iler, Don	S and T	1,600
Ingram, Mrs. Louis C	do	1,600
Jackson, Mary F	Typ	1,100
Jackson, Mary L	do	1,100
Killeen, Delia	S. and T	1,320
King, Kathryn	Clk	1,200
Lambert, Sina F	S. and T	1,260
Langolf, Clara Louise	Typ	1,100
McCarrick, Helen	S. and T	1,320
McClellan, Mrs. Alice B	do	1,400
McCravy, Gussie	Mess. boy	600
McGauhey, Mrs. Martha	Typ	1,100
McQuarters, Mary E	do	1,260
Mable, Margaret	do	1,100
Manning, Sue	do	1,260
Mayo, Lilla	do	1,200
Medlin, Corine	Clk	1,100
Mitchell, Eugenia S	do	1,100
Mize, Irene	S. and T	1,440
Monk, Mary A	Typ	1,320
Montgomery, Caroline	do	1,200
Moyers, Maude	do	1,200
Patton, Mrs. Julia Folsom	S. and T	1,200
Perry, Mrs. Clyde	do	1,200
Phillips, Mrs. Elizabeth	Typ	1,200
Pope, Edna B	S. and T	1,100
Potter, Andrew E	Teacher	2,000
Powell, Mrs. Ida Mary	Typ	1,100
Pruitt, Bessie K	Clk	1,000
Ragsdale, Russell	Mess. boy	480
Rainey, Nettie	Clk	1,260
Reynolds, Nell	Typ	1,200
Roberts, Ola Dell	do	1,100
Ross, Mary E	S. and T	1,260
Scruggs, A. M	Supv. clk	1,400
Shankle, Maude	S and T	1,400
Simmons, Carolyn F	Clk	1,200
Simpson, Frances B	do	1,080
Smith, Alice	Typ	1,200
Staples, Mrs. Jennie M	Clk	1,320
Steadham, Edith P	S. and T	1,400
Stroth er, T. A	do	1,200
Surm an, Frank B	do	1,500
Swilling, Mrs. Aline A	Typ	1,260
Thornton, Joseph H	do	1,260
Turn r, Idoline	S. and T	1,400
Wat son, Mrs. O'Bryan	Clk	1,000
Wh senhunt, Mrs. W. G	S. and T	1,260
Wh ey, Sallie I	Typ	1,100
Williams, Beulah	Clk	720
Wilson, Flora	do	1,000
Wilson, Willie (Miss)	S. and T	1,320

DISTRICT VOCATIONAL OFFICE NO. 6, NEW ORLEANS.

Adams, Lionel	Clerk	$1,800
Allen, Wayne	Trg. asst	2,200
Armstrong, Wm. H	do	2,400
Baker, Howell C	do	2,000
Barnes, Jay C	Clerk	1,800
Batty, Bob H	Special agent	2,400
Baxley, James H	Trg. asst	2,750
Black, Wilbert	Placement officer	2,400
Bushy, Gordy L	do	2,200
Cork, Ferrel O	Trg. asst	1,600
Dickerson, George S	do	2,250
Drees, Geo. Frederick	S. and T	1,800
Dye, Charles Edward	Placement asst	2,400
Ellis, John R	Trg. asst	2,400
Ellzey, H. Irl	Trg. off	2,400
Emily, Arthur H	Trg. asst	2,400
Fisher, Minnie	do	2,000
Foster, Terry C	do	2,400
Grant, Hugh G	Voc. adv	2,400
Grover, E. L	Trg. asst	2,400
Harris, B. E	Special agent	2,400
Harrison, Blair	Trg. asst	2,100

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DISTRICT VOCATIONAL OFFICE NO. 6, NEW ORLEANS—Continued.

Name.	Occupation.	Salary.
Hayden, C. C	Supv. A. and T	$3,000
Hiller, Eugene	Trg. asst	1,200
Hoskins, Mrs. Rose Kyle	....do	1,200
Hoskins, Wm. I	Supv. of placement	2,750
Hutto, Thaddeus O	Voc. adv	2,500
Jackson, F. L	Trg. asst	2,200
Kelly, Chas. G	Special agent	1,900
Lackaye, Thos. Ross	Voc. adv	2,400
Lamb, Clarence A	Trg. asst	2,200
Leiper, Harper	Special agent	2,500
Merriam, Dr. C. S	Asst. dis. med. of	3,500
Mingee, Fustace W	Trg. asst	1,500
Moore, Williard Cox	....do	2,200
Mullins, S. J	....do	2,400
Murphy, Jno. B	....do	2,000
Payne, W. A	....do	2,460
Reid, Plez Z	....do	2,000
Sallean, Edna S	S. and T	1,800
Sibley, Jas. L	Dis. voc. of	3,600
Smith, Lyle Haven	Trg. asst	2,400
Stanton, Homer L	Trg. of	2,500
Talmon, Geo. Herman	....do	2,750
Tebo, Edwin B	Placement asst	2,000
Templeton, Thomas M	Voc. adv	2,400
Thomas, Raymond S	Trg. asst	2,400
Treleavan, Harold H	....do	2,200
Turner, Thomas P	Placement asst	2,400
White, Harry E	Trg. asst	2,400
Abadie, Marguerite	Typist	900
Adams, Edwin	Bookkeeper	1,200
Aime, Amelia L	Clerk	600
Aitkens, Lillie P	....do	1,000
Andrews, Dudley C	Clerk, typist	1,200
Armbruster, Amelia	S. and T	1,080
Arroyo, Sadie T	File clerk	900
Basile, Madeleine A	Typist	900
Bell, Duncan L	Voucher clerk	1,200
Bernard, Aline M	Typist	900
Bernstein, Ethel	....do	900
Bethancourt, Althea J	Msgr. girl	600
Bevill, DuRant L	Sten. clerk	1,500
Bienvenu, Yvonne U	Msgr. girl	600
Blake, Alice	Typist	780
Brehm, Agnes	Msgr. girl	600
Brodtmann, Evelyn M	Minor clerk	600
Brugier, Lydia F	Clerk	900
Burke, Mary Louise	File clerk	720
Butz, Emma R	Msgr. girl	600
Cage, Elize B	Clerk	1,000
Caro, Lelia L	....do	900
Clay, Emma A	S. and T	1,200
Climo, Selina	....do	900
Clise, Marv	Minor clerk	900
Cogan, Catherine	Msgr. girl	600
Collins, Nora M	S. and T	1,200
Conaway, Thelma	Minor clerk	900
Conry, Mary	Typist	1,320
Cox, Hovey J	S. and T	1,500
Dee, Thos. J	Msgr. boy	480
Desforges, Juliette L	S. and T	1,300
Dixon, Wm. M	Typist	1,400
Dougherty, Edward J	Msgr. boy	480
Drees, Mrs. Edith	Clerk	900
Duhon, Cecile L	....do	720
Eagen, Carmelita M	Msgr. girl	600
Eichling, Mrs. Elsie	Clerk	1,000
Ellis, Nathaniel John	Unskilled lab	900
Englisbee, Phil	Clerk	720
Evans, Jessie E	Clerk, file	1,000
Farragut, Olivia	Msgr. girl	600
Fasnacht, Loretta A	Clerk	600
Fernback, Mrs. Barbara M	Minor clerk	900
Finley, John W	S. and T	1,200
Fischer, Dee	....do	1,000
Fouert, Helen M	Tel. op	720
French, Ruth	Clerk, typist	1,000
Fullan, Martina	S. and T	1,200
Ginsburg, Toby	Msgr	600
Goldman, Esther	Typ	900
Gosman, Claire M	Mess. girl	900
Gould, Mrs. J	Clk	900
Grimm, Gertrude	Minor clk	600
Guidry, Louis C	Clk	1,300

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DISTRICT VOCATIONAL OFFICE NO. 6, NEW ORLEANS—Continued.

Name.	Occupation.	Salary.
Guillot, Edward C	Asst. bkpr	$1,500
Hargis, Edna	S. and T	900
Harries, Rose	Typ	1,080
Hebert, Aline	Clk	600
Hebert, Genevieve	Typ	900
Hebert, Junius J	do	1,200
Helfritsh, John E	Bkpr	1,500
Hotard, Ella	Clk	900
Howell, Evans E	Clk. with exp	1,500
Jacobsen, Hazel Louise	S. and T	1,400
Johnson, Georgina M	Clk	900
Katz, Harry	S. and T	1,200
Kelly, Katie	Msgr. girl	600
Kidd, Anna E	Typ	900
Kidd, Esther	Mess. girl	600
Kirsch, Charles D	Mess. boy	480
Kirst, Hazel	Clk	900
Kleingeldt, Sadie	do	720
Knobloch, Eunice	Typ	900
Kranz, Louise	Mess. girl	600
Lagarde, Lola V	Typ	1,000
Lake, Frederick J	Mess. boy	480
LeBon, Madeline	Typ	1,000
LeBon, Marie Louise	S. and T	1,200
Lecourt, Lillian F	Typ	720
Lilley, Dorothy M	S. and T	1,400
Lorch, Loretta J	do	1,200
Lund, Bessie R	Minor clk	900
Lynne, Eula	Typ	900
McDermott, Mrs. Mary Julia	S. and T	1,200
McEvoy, Thelma	Clk	600
McGan, Avis	S. and T	900
McGovern, Katherine A	Clk	900
McHale, Mrs. Ethel	S. and T	900
McKinnon, Irene M	do	1,200
McLenore, Birdie	Mess. girl	600
Mack, Catherine	do	600
Mahler, Josie	File clerk	780
Marioneaux, Mrs. Walter J	Minor clk	900
Marks, Florence L	Clerk	1,080
Martin, Ethelynd	S. and T	1,300
Marty, Marguerite	do	960
Mather, Ellen G	Clk	900
Mehlhop, Vertalie G	Typ	720
Mercadel, Roger L	Msgr. boy	480
Mercier, J. G	Typ	1,200
Mertz, Gertrude	Clk	1,000
Miles, Martha Julia	do	900
Miller, Mrs. Mary Edna	Typ	900
Moreau, Neomi	S. and T	1,200
Morel, Ethel O	Minor clk	600
Munford, Frank E	Mess. boy	600
Munstermann, Ruth F	Typ	900
Murphy, Florence	Minor clk	900
Murray, Hoke	Clk	1,620
Nelson, Mrs. Alice V	do	1,200
Newald, Irma	Mess. girl	600
Olin, Miss Willie N. P	Typ	1,080
Payne, Cleora A	do	1,080
Peppers, Gladys E	Clk	900
Peters, Clara A	Typ	1,080
Pierce, Mary E	Clerk, minor	900
Prudhomme, Joseph E	Clerk with exp	1,200
Ramelli, Camille	Minor clerk	900
Reilly, Harold B	S. and T	1,200
Resweber, Lucy	do	900
Retif, Alice J	Minor clerk	900
Retif, Jessie	S. and T	1,080
Roberts, Josephine	Typ	1,200
Roche, Emma M	S. and T	1,440
Russell, Lucille	do	900
Sallean, Ruth	Msgr. girl	600
Schwab, Reta L	Typ	900
Seebt, Warren A	do	1,200
Simoneaux, Nicole E., jr	do	1,200
Snyder, Elizabeth	S. and T	1,200
Stengard, May	Minor clk	900
Stillwell, Mary S	S. and T	1,200
Stocker, Celina M	File clerk	780
Stoors, Mrs. Heber P	S. and T	1,000
Thompson, C. V	Supv. for A. and T	2,250
Stuart, Archie M	Asst. bookkeeper	1,500

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DISTRICT VOCATIONAL OFFICE NO. 6, NEW ORLEANS—Continued.

Name.	Occupation.	Salary.
Sutherland, Mabel L	S. and T	$1,200
Swartz, Mrs. Marie Madeline	do	1,500
Swoboda, Mrs. Zoe	Clerk	900
Tennyson, Helen	Messenger girl	600
Thriffiley, Mrs. Lucille	Minor clerk	900
Trotter, Maxey	Typist	600
Trowbridge, Ruth	Messenger girl	900
Vasterling, Agnes	do	600
Vernon, Virginia	S. and T	1,020
Verret, Lee J	Clerk, with exp	1,200
Wappler, M	Typist	720
Williams, Lucille A	do	900
Wilson, Anna E	do	1,000
Wood, Josie E	do	780
Zemmer, Mrs. Mary L	S. and T	1,000

DISTRICT VOCATIONAL OFFICE NO. 7, CINCINNATI.

Alden, William O	Vocational adviser	$3,000
Arnold, Leonard S	Training assistant	2,400
Bailey, Chesley W	Vocational adviser	2,500
Beach, Leon H	Supervisor of adv. and trg	2,750
Bowling, Walter K	Training assistant	2,400
Branson, Don F	Placement assistant	2,400
Clark, Omar	Training assistant	2,400
Coulter, S. R	do	2,400
Gaumer, Clarence	Placement assistant	2,400
Graham, Eugene C	Supv. of placement	3,500
Hagerty, Patrick Henry	Placement officer	2,400
Hamm, Merrill C	Bookkeeper	1,800
Hand, Paul	Placement officer	2,750
Hatcher, William T	Placement assistant	2,400
Herbst, Louis	District vocational officer	3,000
Herwick, John W	Placement officer	2,500
Hinch, Arch D	Placement assistant	2,400
Hoffman, John I	Case officer	3,500
Job, Leonard B	Training assistant	2,400
Kane, John	Placement assistant	2,400
Knudsen, Olaf F	do	2,000
Lehnholl, Raymond G	Coordinator	1,400
McIntosh, Freal H	Training assistant	2,400
McKeown, William J	Placement officer	2,750
Meyers, William H	Training officer	2,400
Morrow, Winston V	Vocational adviser	2,500
North, Thomas J	Training assistant	2,200
Overbey, Hazel	S. and T	1,650
Parks, Geo. B	Placement assistant	2,400
Peirce, Ansel R	Placement officer	3,000
Peterson, Jos. H	Special agent	3,000
Pomeroy, John R	Placement officer	2,100
Preston, Frank A	Vocational officer	3,000
Rainbolt, Victor	Placement assistant	2,400
Rooney, John Joseph, jr	do	2,400
Schaefer, O. Walter	Asst. dist. case off	2,200
Snarr, Edward C	Training assistant	2,400
Snethen, William P	Vocational adviser	3,000
Stradley, Blan Lloyd	Special agent	2,400
Sturdy, Harold F	Training assistant	2,100
Sullivan, John J	Vocational adviser	2,500
Templeton, James D	do	2,750
Thomas, Stanley G	do	3,000
Walls, William A	Training assistant	2,400
Warson, Lewis W	do	2,400
Webb, John W	Placement assistant	2,400
Whinery, Smiley M	Special agent	2,400
Allen, Forest M	Clerk	1,320
Allen, Mary R	S. and T	1,600
Anderson, Mrs. Maude	do	1,200
Angert, Adele M	do	1,100
Archer, Pelham Wordsworth	Clerk	1,400
Bick, Frieda	do	1,100
Blaesi, Alice A	Clerk, typist	1,200
Burke, Blanche L	Typist	1,100
Burns, Frieda M	S. and T	1,200
Butts, Anna M	do	1,100
Campbell, Mary L	Clerk, typist	1,080
Campbell, Nelson	Trg. assistant	1,500
Champ, Olive	S. and T	1,100
Clark, William B	Clerk	1,100

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DISTRICT VOCATIONAL OFFICE NO. 7, CINCINNATI—Continued.

Name.	Occupation.	Salary.
Clason, Marie A	Typist	$1,320
Cohen, Zelda	do	1,000
Crawford, Anna	do	900
Dames, Marcella	do	1,000
Doherty, Margaret	do	1,020
Easley, Lillian	S. and T	1,200
Fausz, Edith	Mesgr. girl	700
Fleming, May	Typist	1,100
Forbriger, Melitta D	do	1,020
Gillespie, Agnew	S. and T	1,200
Gray, Loretta A	do	1,320
Greenwood, Florence	Typist	1,000
Grothus, Naomi	do	1,200
Grueninger, Edward J	Clerk	1,300
Harris, Alice A	Typist	1,200
Hauck, Hilda M	do	1,000
Havemann, Gertrude	Clerk, typist	900
Heins, Adelle H	Clerk	1,400
Herbert, Julia M	do	1,020
Herty, Virginia F	Typist	1,000
Hild, Bertha E	S. and T	1,200
Hoernschemeyer, Clara	Typist	1,100
Holzman, Alice	Clerk	1,000
Hopkins, Harry	Messenger	600
Huber, Emily W	S. and T	1,200
Huelsemann, Clamor	Messenger boy	400
Hueneman, Joseph A	Clerk	1,400
Janszen, Angela	Typist	1,000
Jones, Mrs. Nellie C	do	1,000
Kenney, Marie	S. and T	1,200
Kerber, Alma C	Clerk	960
Keyt, Mrs. Pearl	S. and T	1,200
Koehler, Clara L	do	1,200
Kottmeyer, Laura	do	1,100
Levine, Julia	do	1,200
Lewin, Alice	Clerk	1,000
Libbert, Fanny K	Clerk	1,200
McGarr, Henrietta A	S. and T	1,200
Magee, Margaret V	Typist	1,200
Marsh, Josephine L	S. and T	1,320
Massa, Helen	Typist	1,100
Meyers, Lillie E	do	1,020
O'Neill, Margaret	S. and T	1,200
Patton, Louise	Clerk	1,100
Patton, Marjorie	S. and T	1,100
Parker, Clara	Clerk	900
Pickett, Wilbur	do	1,440
Ransick, Mrs. Emma L	do	1,000
Rapp, Olga	do	1,400
Rieleman, Earl E	Placement clerk	1,400
Rottler, Theresa	S. and T	1,200
Russell, Annie	do	1,020
Savage, Estella	Clerk	1,200
Schenk, Henrietta	Messenger girl	700
Schrage, Marie H	S. and T	1,000
Schroder, Katherine	Typist	1,020
Sparks, Vivian H	do	1,100
Stevens, Grace	File clerk	900
Streicher, Frieda	Typist	1,000
Sudmeier, Harry W	Clerk Q. B. A	1,500
Sullivan, Julia R	File clerk	1,200
Vogel, Alberta M	S. and T	1,400
Volkman, Irma	Messenger girl	600
Weber, Frances	Clerk	1,000
Weber, Jessie	S. and T	1,400
Welch, Ethyl E	Tel. opr	900
Wells, Mrs. Gertrude	S. and T	1,320
Willenborg, Alma M	Typist	1,200
Zettlf, Carl H	Clerk	1,200
Zweifel, Elsie	Messenger girl	600

DISTRICT VOCATIONAL OFFICE NO. 8, CHICAGO, ILL.

Bauman, Max H	Training officer	$2,400
Benke, Ernest R	Vocational adv	2,200
Berg, Lawrence G	Placement officer	2,500
Betty, Harold J	Training officer	2,250
Boor, James G	Placement assistant	2,400
Braun, Fred C	Placement officer	3,500
Campbell, Frank	Training assistant	2,200
Chisholm, Walter	Placement officer	2,000

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DISTRICT VOCATIONAL OFFICE NO. 8, CHICAGO, ILL.—Continued.

Name.	Occupation.	Salary.
Clarke, William H	Training assistant	$2,200
Conley, Sinclair B	do	2,100
Cook, Ellis Summer	Training officer	2,400
Coville, Roy L	do	2,500
Crownover, Leroy A	Training assistant	2,000
Cunningham, Joseph C	Placement officer	2,200
Day, Howard B	Vocational adv	2,000
Deveneau, G. A	Training assistant	2,400
Dunn, Moncena	Vocational adviser	2,500
Edwards, Franklin O	Training officer	3,000
Finnegan, Wales E	Vocational adviser	2,000
Gilkerson, Chester A	Spl. agent	3,000
Gordon, Harry	Placement officer	1,750
Hallam, Harold	Training assistant	2,200
Hasty, Philip S	Supv. of training	3,500
Hayward, Earl L	Vocational adviser	2,750
Hibbott, David C	Placement assistant	2,400
Highfill, Robert D	Training officer	2,400
Hostetler, Casius E	Training assistant	2,400
Hunter, Hugh L	Supv. placement	3,500
Kent, Ronald W	Training officer	2,750
Lee, John H	Training assistant	2,200
McCowan, William L	Vocational adviser	2,400
McElree, Robert B	Training assistant	2,100
McGinnis, Edward F	Clerk	1,500
McKay, John T	Training assistant	2,400
Mabrey, Fred	Training officer	2,750
MacNurlen, George W	Placement officer	2,400
Malloy, Harold E	Vocational adviser	1,400
Marcellus, Edward W	Training officer	3,000
Marcellus, Jay D. D	Vocational adviser	2,400
Massner, Charles A	Training assistant	2,100
Mikkelsen, Edward M	Voc. adviser	2,400
Miller, Charles	Placement asst	2,200
Mitchell, William K	Training officer	2,400
Mosby, George L	Training assistant	2,200
Osborne, John J	Placement officer	2,400
Phelps, Vergil V	Training officer	2,750
Randolph, Ernest H	Special agent	1,400
Richards, William A	Training officer	2,400
Robertson, Harold C	Voc. adv	3,000
Sadler, Omar T	Training officer	2,400
Salter, George	Placement officer	2,400
Scott, John D	do	3,000
Scott, William G	Vocational adviser	2,500
Steele, Andrew L	Placement assistant	2,000
Stovall, Adam Tonquin, jr	Training assistant	1,800
Sullivan, George A	Placement officer	2,400
Sylvester, Charles W	Dist. voc. officer	3,750
Tascher, Julius F	Placement officer	2,750
Thomas, James H	Training assistant	2,100
Wahlstrom, Leonard W	Vocational adviser	3,000
Wardwell, Chester T	Placement assistant	2,200
White, Harry F	do	2,400
Winship, Ross	Training officer	2,500
Wood, Nelson C	Training assistant	2,400
Ainsworth, Zelomia	File clerk	1,320
Allen, Edith F	Typist	1,320
Allen, Virginia	do	1,200
Allenbaugh, Opal G	S. and T	1,200
Anderson, Austen Wilfred	Messenger boy	720
Anderson, Ethel E	Typist	1,200
Arkens, Edwin Louis	Sten.-clerk	1,200
Arseneau, Leona C	Typist	1,200
Athearn, Eva	do	1,100
Bates, Ruth G	Messenger girl	720
Beaulieu, Mrs. Elise	Clerk	1,100
Becker, Minnie H	do	1,100
Beebe, Frances E	do	1,200
Behmer, Lisa H	do	1,100
Belka, Joseph	Messenger boy	720
Bell, Joseph	Messenger	720
Berger, Martha J	Clerk	1,200
Bidwell, Abbie L	do	1,320
Biermann, Anna S	do	1,100
Beck, Bertha C	S. and T	1,200
Bollongino, Marie	File clerk	1,080
Brengle, M. Vivian	do	1,200
Brennan, Louretta M	Telephone operator	1,000
Brennan, Mrs. Mae E	File clerk	1,100
Brennan, Rosella M	Messenger girl	720
Brenner, Rose	Clerk	1,100
Brockie, Florence M	do	1,200

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DISTRICT VOCATIONAL OFFICE NO. 8, CHICAGO, ILL.—Continued.

Name.	Occupation.	Salary.
Brown, Frances M	Typist	$1,200
Bruner, Loretta	File clerk	1,100
Buckley, Edna C	Sten. and typist	1,200
Bulger, John P	Clerk qual. in bus. adm	1,200
Burns, Dorothy	Messenger girl	720
Burns, Julia M	Clerk	1,100
Carlson, Hilma M	Typist	1,100
Carr, Cora A	Sten. and typist	1,400
Carr, Zada M	do	1,200
Casement, Frank	Messenger	720
Charles, Catherine E	Typist	1,100
Childs, Anna C	Clerk	1,400
Ciolek, Franklin C	do	1,320
Ciovino, Florence M	do	1,100
Clancy, William F	do	1,500
Clauson, Mrs. Clara A	Sten. and typist	1,200
Clock, Edith M	Clerk	1,100
Corrigan, Abbie E	S. and T	1,200
Cowen, Reey	Index and cat. clerk	1,200
Creedon, Eleanor	File clerk	1,100
Crowley, Harriet	S. and T	1,320
Cull, Majorie E	Clerk	1,200
Curl, Addie	Typist	1,100
Curry, Esther	S. and T	1,000
Cusick, Collette	do	1,200
Daly, Mary	Clerk-typist	1,200
Davis, Genevieve E	Typist	1,000
Deschman, Lillie	do	1,100
Diamond, Lucille J	do	1,200
Dieckman, Emma C	do	1,200
Dobbs, Mrs. Bertha W	S. and T	1,320
Doyle, Alice M	do	1,320
Dreblow, Mrs. Ruth W	Clerk (index and cat.)	1,320
Drennan, Clara R	S. and T	1,200
Druwe, Jullius	Messenger boy	600
Edwards, Mrs. Florence G	Clerk	1,100
Eisenga, Della	Typist	1,200
Evans, Mrs. Helen N	do	1,200
Everett, Philip Harper	File clerk	1,320
Eyrick, Mrs. Mary D	S. and T	1,200
Fulford, Mrs. Catherine	Typist	1,200
Fyfe, Gladys B	do	1,200
Ginsberg, Blanche	do	1,200
Gordon, Pauline	do	1,200
Gorling, Olga S	Typist and sten	1,200
Granstrom, Isidor Samuel	File clerk	1,320
Grover, Mrs. Martha B	S. and T	1,320
Hagel, Charlotte L	Typist	1,100
Hall, Bertha M	Clerk	1,200
Hannon, Laura A	Typist	1,200
Hare, J. (Miss)	File clerk	1,100
Harps, Willie F	Clerk qual. in bus. adm	1,320
Hayes, Kathryn H	Clerk	1,200
Healy, Katherine A	do	1,200
Heath, Laura I	S. and T	1,400
Heathcote, Mrs. Ruth M	Clerk	1,400
Heavey, Mrs. Phoebe J	S. and T	1,200
Hecox, Harry L	Clerk-typist	1,400
Hede, Celestine	S. and T	1,200
Hefner, Raymond R	File clerk	1,320
Herb, Mrs. Mamie	S. and T	1,200
Herman, Ruth	do	1,200
Holes, Anton F	Clerk qual. in bus. adm	1,320
Houghton, Mrs. Maud R	Clerk	1,200
Houlihan, Margaret L	File clerk	1,100
Howard, Lucille H	S. and T	1,320
Hunt, Florence A	do	1,200
Hurst, Anna E	Typist	1,200
Hurst, Frances M	S. and T	1,200
Jackman, Ralph L	Clerk	1,080
Jackson, Mrs. Lulu M	Typist	1,100
Jackson, Pocahontas A	do	1,100
Jacobsen, Helen R	Clerk	1,200
Johnson, Lucile	S. and T	1,200
Johnston, Amy E	Clerk	1,100
Jones, Alice P	Typist	1,320
Jones, Gladys A	File clerk	1,100
Jones, Yvetta	Typist	1,320
Kanterowitz, Bertha M	do	1,200
Kennedy, Bernice K	S. and T	1,200
Kern, Laura June	do	1,500
Kohl, Mrs. Golda	Clerk	1,320
Kramer, Isadore	Messenger	720

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DISTRICT VOCATIONAL OFFICE NO. 8, CHICAGO, ILL.—Continued.

Name.	Occupation.	Salary.
Kukes, Sarah	Sten. and Typist	$1,000
Lasek, Veta J	do	1,320
Lawler, Norine B	Typist	1,200
Leathers, Mrs. Martha D	Clerk	1,200
Levick, Jessie A	File clerk	1,200
Lindholm, Alice T	Clerk (file)	1,100
Lindquist, Gertrude	Clerk	1,100
Lindstrom, Mable	Typist	1,100
Lindstrom, Theodore	Clerk	1,320
Littlejohns, Beulah	Sten. and clerk	1,200
Lomansky, Sarah	Typist	1,100
Lyons, Gladys M	Clerk	1,200
McClelland, Mrs. Mabel W	do	1,200
McCary, Mrs. Dorothy N	File clerk	1,100
McGinnis, Edward F	Clerk	1,500
McGreevy, Mrs. Marie K	Typist	1,100
McKeon, Mary Agnes	Messenger	720
McKittrick, Hazel	Clerk	1,320
McLaughlin, Ruth K	Index and cat. clerk	1,320
Manning, Marie	S. and T	1,200
Marcellus, Mrs. Louise S	File clerk	1,200
Mark, Bessie D	S. and T	1,200
Martin, Mrs. Nettie E	Clerk	1,200
Metejka, Erma	Typist	1,200
Maycroft, Flossy	do	1,200
Mazurek, Violet	File clerk	1,100
Merrill, Helene M	Typist	1,200
Mitchell, Howell	Janitor	900
Morton, Mrs. Elsie A	Clerk	1,200
Moulton, Mrs. Allan E	Typist	1,200
Natalby, Augusta M	Clerk	1,320
Newby, Catherine	Typist	1,500
Noda, Isabel Pauline	do	1,200
Nudelman, Mrs. Molveen	Clerk	1,200
Oberlander, Lillian	File clerk	1,100
Olsen, Edna E	Typist	1,100
Olson, Ruth H	Clerk	1,320
O'Neill, Agnes M	Typist	1,100
O'Toole, Mary L	do	1,200
Oursler, Margaret	S. and T	1,600
Pohn, Sadie	Typist	1,200
Quinn, Elizabeth D	Clerk	1,100
Raab, Adeline	Typist	1,200
Rediger, Frances C	Clerk	1,200
Rediger, Mary L	do	1,200
Richardson, Donald	do	1,080
Rudzinski, Martha P	S. and T	1,200
Savary, Pearl G	Clerk	1,200
Schuberth, N. Louise	do	1,200
Schuett, Elizabeth	Typist	1,100
Schwartz, Gertrude E	do	1,100
Shaffer, Raymond	File clerk	1,080
Shapire, Idah	Typist	1,200
Sharp, Mrs. Clanche A	S. and T	1,400
Shippee, Mrs. Julia P	Clerk	1,100
Silcroft, Mrs. Jessie E	Typist	1,200
Simmonds, Mary R	File clerk	1,200
Smith, Martha B	S. and T	1,320
Snell, Harold Frederick	File clerk	1,320
Snorbus, Joseph S	Messenger boy	720
Sprader, Anne F	Clerk-typist	1,100
Spurney, Bessie	Messenger	720
Stacell, Jennie	Typist	1,100
Stafford, Mary M	Clerk	1,200
Stanish, Winifred	S. and T	1,400
Stayton, Marjorie E	Clerk	1,100
Stiles, Minnie G	do	1,100
Straw, Gertrude I	do	1,100
Stuart, Beulah D	Typist	1,140
Stuits, Roalf E	Clerk-typist	1,320
Sullivan, Margaret F	Clerk	1,200
Swan, Mrs. Delia	S. and T	1,300
Tesar, Joseph J	do	1,100
Thompson, Helen G	do	1,200
Toale, Mrs. Irene M	Clerk	1,000
Undem, Lorine	Typist	1,320
Van de Houten, Eva R	File clerk	1,100
Vision, Henry Carl	Clerk	1,320
Voge, Helen B	do	1,200
Wall, Basil P	do	1,080
Wallace, Margaret R	Typist	1,100
Weeks, Gladys E	Clerk	1,100

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DISTRICT VOCATIONAL OFFICE NO. 8, CHICAGO, ILL.—Continued.

Name.	Occupation.	Salary.
Wielgass, Mrs. Eleanor	S. and T	$1,100
Windsor, Mary	Clerk	1,100
Winston, Alice	Typist	1,200
Woldstad, Dorothy M	Clerk	1,200
Wombacker, Mrs. Mattie W	do	1,100
Wooten, William L	S. and T	1,400
Zeiger, Jen	Typist	1,200
Bowman, Maude M	do	1,100
Levitt, Sophie	do	1,100
Newmann, Grace F	do	1,200

DISTRICT VOCATIONAL OFFICE NO. 9, ST. LOUIS, MO.

Baird, Benjamin G	Placement officer	$2,750
Ball, Chas. C	Training asst	2,400
Beck, Charles C	do	2,750
Cahill, James P	Placement assistant	2,400
Clute, R. L	Training asst	2,400
Collins, Mrs. Elinore W	Chief clerk	2,200
Crandall, Leslie A	Trg. asst	2,000
Degnan, A. L	Spec. agt	2,750
Dunaway, Ernest M	Voc. adv	2,400
Fiske, Wayland E	Spec. agt	2,400
Fox, Sylvester D	Asst. med. officer	2,400
Gaines, Jay C	Trg. officer	2,400
Giese, Henry	Tgr. asst	2,500
Godwin, W. M	Voc. adv	2,500
Graham, N. M	Trg. asst	2,400
Gwinn, Albert P	do	2,200
Head, Middleton E	do	2,500
Jacks, Harry S	Placement off	2,750
Jennings, Jesse M	Spec. agt	2,000
Johnson, Theodore L	Superv. adv. trg	3,550
Keese, Leonard E	Trg. off	2,400
Kerr, Nelson	Voc. adv	2,400
Kirk, Geo. W	Trg. off	2,750
Lamb, Benj. F	Supv. of placement	3,000
Loomis, Bert W	Trg. off	2,500
McEachron, Fred C	do	3,000
Mellinger, Arthur E	Trg. asst	2,400
Mitchell, James J. S	do	2,400
Neitzel, John C	Placement off	2,400
Nelson, Arthur E	Spec. agt	2,400
Partch, Clarence E	D. V. O	3,750
Potter, Wm. I	Placement off	2,400
Price, O. W	Trg. asst	2,200
Ryan, John J	Place. asst	2,400
Stott, Jas. W	Voc. adv	3,000
Tracy, Geo. B	Clerk	1,900
Williford, Andrew J	Voc. adv	3,000
Allen, Mary B	Clerk-typ	1,100
Bick, Agnes M	do	1,100
Boggiano, Catherine M	do	1,000
Brady, Anna C	Steno.-typ	1,100
Brauchy, Fred E	Typist	1,200
Brennan, Margaret A	do	1,100
Brizzi, Albert P	Clerk	1,200
Buescher, Florence E	Sten.-typ	1,100
Carroll, Clarence	Clerk	900
Casey, Margaret M	Typist	1,100
Chesterson, Warren G	Clerk-typ	1,000
Clark, Martha H	Clerk	1,000
Cleary, Marie C	Sten. typ	1,100
Coleman, Margaret	Typist	1,100
Cook, Lillian A	do	900
Cranston, Elmer S	Clk. typ	1,000
Cristal, Bertha	Typist	1,100
Cristal, Eleanor	Clerk	1,100
Davis, Shirley	Sten. typ	1,100
Deitrich, Walter F	Clk. typ	1,320
Eckert, Zala	Stenographer	1,100
Evans, Mary B	Sten. typ	1,200
Faires, Shone	Typist	900
Farrell, Frances M	Sten. typ	1,200
Friedman, Beatrice G	do	1,100
Gentry, Ivan	Messgr. boy	540
Glascock, Lulu E	Sten. typ	1,400
Gradwohl, Octavia C	Clerk	1,100
Gronemeyer, Nellie	File clk	1,200
Hager, Mrs. Effie E	Sten. typ	1,400

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DISTRICT VOCATIONAL OFFICE NO. 9, ST. LOUIS, MO.—Continued.

Name.	Occupation.	Salary.
Hagerman, Arthur J	Stenog	$1,200
Harvey, Harold H	File clk	1,000
Haynes, Harrington C	Clk. typ	1,000
Heins, Hazel B	Stenog. typ	1,100
Hering, Adeline	do	1,100
Hennrich, Lydia	Typist	1,100
Hershfelt, Jeanette	do	1,200
Herzfeld, Josephine P	Sten. typ	1,400
Holbrook, Charles	Clk. typ	1,000
Hower, Aline E	Sten. typ	1,440
Humpert, Caroline M	Typist	1,100
Humphreys, Mrs. Ethelyn	Clerk	1,100
Kampe, Mrs. P. M	Stenog	1,100
Kanke, Erna L	Sten. typ	1,200
Kealty, Ella	Typ	1,200
Keller, Mathilda A	do	1,200
Kelly, Maude L	Sten. typ	1,200
Kempf, Ida E	do	1,100
Kewley, Eleanor L	Clk. typ	1,100
Kincaid, Mrs. Mildred	Sten. typ	1,320
Klein, Clara H	Clk. typ	1,100
Laux, Anna M	Sten. typ	1,100
LaVine, Mrs. Catherine R	Clk. typ	1,100
Leuke, Mrs. Honor	Clerk	1,100
McDonald, Agnes I	Typist	1,100
McEvoy, Agnes	Sten-typ	1,200
Manion, Katharine	Typist	1,100
Marx, Josephine E	do	1,200
Myers, Jennie E	Sten-typ	1,200
Nelson, Carl	Messgr. boy	720
Nicholas, Blanche M	Sten-typ	1,320
Olive, Lorene A	Typ	1,200
Olsen, Myrtle M	Sten-typ	1,100
Otto, Lora	Clk-typ	1,100
Parrott, John S	Janitor	120
Platt, Elizabeth B	File clk	1,500
Pope, Andrew J	Clk	1,000
Reese, Marie C	Clk-typ	1,100
Reinhert, Hildegarde C	Sten-typ	1,100
Rich, Ethel B	Messgr. girl	600
Sams, Joe	Messgr. boy	540
Schlief, Beatrice J	Sten-typ	1,440
Schlief, Clara L	do	1,320
Schlieffarth, Gertrude	Clk- typ	1,100
Schlitt, M. Elizabeth	Typist	1,200
Schloener, Eulalia T	Clk-typ	1,100
Silva, Josephine E	Clerk	1,200
Sitton, Alice	Sten-typ	1,320
Shipper, Morris	File clerk	1,000
Smith, Mary H	Clerk	1,200
Spilker, Naomi	Telephone op	900
Stadler, Jeannette	Sten-typ	1,200
Starke, Julia G	Typ	1,200
Stevens, Myrtle O	Clerk	1,200
Stockhov, Edna	Sten-typ	1,100
Stretch, Margaret	do	1,100
Turner, Nellie C	Clerk	1,200
Weeks, Lois	Typist	1,200
Werner, Sylvester	Messgr. boy	540
Weyen, Mable	Typist	1,200
Whitney, Frank E	Clk-typist	1,200
Wilbolz, Fred J	do	1,200
Wilde, Alma V	Sten-typ	1,200
Wolf, Corinne	do	1,100
Worthington, Helen	Typist	1,200
Wright, Jean B	Sten-typ	1,200
Yavitz, Ella R	do	1,400
Zirnheld, Ruth B	do	1,320
Zuppan, Ethel A	Typist	1,200
Joseph, Corrinne F	do	1,200
Miller, Henry A	Trg. asst	2,400
Steck, Raymond	Messenger	540
Sullivan, Michael	do	540
Werling, Dorothy M	File clerk	1,000
Woody, Chas. R	Trg. asst	2,200

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DISTRICT VOCATIONAL OFFICE NO. 10, MINNEAPOLIS.

Name.	Occupation.	Salary.
Ahlness, Lewis W	Trg. asst	$1,800
Anderson, Clarence A	Voc. adv	2,400
Anderson, Don C	do	2,500
Balzer, John M	Trg. asst	2,400
Barnard, Carl M	do	2,400
Belt, Laurance J	Trg. office	2,200
Bennett, John	Placement asst	2,000
Brady, Fred R	do	2,000
Bressler, C. B	Trg. asst	2,400
Butler, John B	Sup. of adv. and trg	3,000
Dixon, Homer S	Trg. asst	2,100
Fredericks, Leif	Placement asst	2,200
Grant, Willis W	Spec. agt	2,500
Green, Errald C	Trg. asst	2,000
Griffin, Anna Bernedette	Nurse	1,710
Hardy, Gilbert E	Voc. adv	2,400
House, Jerry C	do	1,500
Johnson, Oscar W	Chief clerk	2,400
Leager, Marc C	Spec. agt	2,500
Lurton, F. E	Sup. of trainers	2,400
Mattsson, Carl O	Sup. of placement	2,200
Miller, Howard L	Placement asst	2,200
Mitchell, Frank B., jr	do	2,000
Murphy, Francis J	Voc. adv	2,400
Negley, John I	Advisement	2,200
Norris, William J	Placement asst	2,400
Olson, Louis M	do	2,000
Osborne, Oliver Martin	Voc. adv	2,750
Patrick, K. H	Trg. asst	2,400
Robbins, L. M	do	2,200
Vannan, Lester C	Trg. Off	3,000
Wagner, Ernest A	Placement asst	2,000
Wing, John	do	2,200
Yates, J. Wm., jr	Trg. asst	2,400
Zeller, Fred William	Placement asst	2,000
Zuppann, C. A	D. V. O	3,600
Abel, Marion	File clerk	900
Ackerson, Eugene J	Trg. asst	1,200
Anderson, Arthur	Office boy and msgr	540
Anderson, Mabelle	S. and T	1,000
Bicek, Sophia J	do	1,000
Blount, James F	Janitor	60
Boink, Clarence	Clerk-typist	1,500
Browning, Jacob J	Typist	1,200
Buckley, Ruth	Clerk	1,200
Burdick, Erva R	S. and T	1,000
Burkness, Sigurd	Msgr. boy	540
Busse, Edna F	File clerk	900
Cadwell, Phila	Tel. oper	1,000
Calhoon, Elsie	File clerk	900
Carlson, Etta	S. and T	1,000
Carlson, Dilly A	do	1,100
Chessey, E. J	Typist	1,100
Claggett, Mrs. Alice	File clerk	1,000
Collins, Adelaide E	Typist	1,260
Cross, Edith	S. and T	900
Curran, Mary	Typist	1,000
Davidson, Ruth A	S. and T	1,000
Decker, Frances M	do	1,400
De Leglise, Germaine	do	1,000
Demura, John	Office boy	540
Devine, Charlotte L	S. and T	1,100
Dillon, Edward J	do	1,400
Duxbury, Alta	do	1,200
Eddy, Mabel	File clerk	900
Emery, Marion	do	900
Erickson, Ellen F	S. and T	1,100
Erickson, Mabel	Typist	1,000
Gair, Jeanette	File clerk	900
Gillard, Dorothy	Typist	1,000
Gray, Irene	S. and T	900
Hagen, Mabel A	do	1,450
Hanson, Hazel M	do	900
Hawkins, Hazel	do	900
Hayes, Mary	Typist	1,100
Hehn, Adam E	do	1,260
Hendrickson, Hilda	File clerk	1,000
Hewitt, Dorothy L	S. and T	1,100
Ingwalson, Elaine	File clerk	900
Johnson, Charlotte	S. and T	1,100
Johnson, Laila R	Clerk-typist	1,200
Johnson, Mrs. Mabel M	S. and T	1,000

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DISTRICT VOCATIONAL OFFICE NO. 10, MINNEAPOLIS—Continued.

Name.	Occupation.	Salary.
Jones, Arthur L.	Clerk	$1,200
Kelly, Marie	S. and T	1,000
Kemper, Clara M.	Typist	1,100
Kjestad, Clara	do	1,000
Kline, Mrs. Emilia B.	Clerk	1,100
Knutson, Theodore J.	S. and T	1,400
Krumsiek, Alice W.	do	1,350
Kvall, Magnhild	do	900
La Bine, Stella J.	Typist	1,000
Lane, Etrulla M.	File clerk	900
Laurence, Olga C.	S. and T	1,100
Lenox, Harriett	File clerk	900
Lohe, Florence E.	S. & T	1,200
Longfield, Elsie	File clerk	900
Lynch, Frances M.	Clerk	1,100
Lyon, Gladys A.	Typist	1,300
MacWilliams, Mae	S. & T	1,000
Martin, Bessie	do	900
Mayer, Mrs. Grace	do	1,200
Miller, Addie A.	Clerk	1,100
Mooney, Margaret	Magr.	720
Moore, Mary	S. and T	1,000
Moore, Nora E.	do	1,400
Murphy, Catherine	Msgr.	660
Myhre, Emma Ames	S. and T	1,100
Needham, Lola Alice	do	1,100
Nelson, Lyle G.	Clerk	1,100
Nelson, Mrs. Martha C.	S. and T	1,320
Nielsen, Marie	do	1,000
O'Leary, Alice	do	1,000
Paff, Mabel W.	Clerk	1,000
Peterson, Hulda C.	File clerk	900
Plant, Dorilla	Typist	900
Price, Margaret	do	900
Pung, Peter J.	Bookkeeper	1,500
Quinn, Charles	S. and T	1,200
Rollins, Jeannette C.	Typist	900
Rosengren, Frank W.	S. and T	1,100
Rutiman, Agness L.	File clerk	1,000
Sandberg, Emanuel W.	Clerk	1,450
Saudin, Lydia	S. and T	900
Satt, Helen	File clerk	900
Schuck, Violet	S. and T	1,000
Schulmeyer, Fanelma	Clerk	900
Share, Anne	S. & T	1,000
Simcox, Bernice E.	Typist	1,100
Smedberg, Katherine F.	do	1,200
Smith, Jay W.	Clerk	1,500
Smith, Magdaline	S. and T	1,000
Spriestersbach, Mrs. Irene A.	Tel. Oper	1,000
Stening, Agnes E.	Typist	1,200
Stull, B. Naomi	S. and T	1,000
Trove, Ella	Clerk	900
Walker, Irene B.	File clerk	900
Westover, Hazel G.	Sten	1,200
Wheeler, Dorothy J.	Clerk	900
Wing, Marie	do	1,000
Yentsch, Minnie	S. and T	900
Young, Marjorie	Typist	1,000

DISTRICT VOCATIONAL OFFICE NO. 11, DENVER.

Andrade, C. P. da Costa	Trg. asst	$2,400
Auld, B. Franklin	Chief clerk	2,300
Bearnson, Julius B.	Trg. asst	2,500
Bird, Josephine T.	Nurse	1,710
Bush, James H.	Trg. asst	2,100
Clark, Amos B.	Asst. per. ser. of	1,500
Conrads, Ralph A.	Supervisor of placem't	3,500
Curtiss, Harry B.	Voc. adv	2,400
Doyle, Earle P.	do	3,000
Edmondson, William O.	Trg. ass't	2,100
Evans, William F.	Placemt officer	2,500
Faurot, Glenn C.	Voc. adv	2,100
Frick, Ford C.	Supv. adv. and trg	2,750
Gibson, Robert R.	Voc. adv	2,200
Goldstein, Esther	Nurse	1,710
Grindle, Ross M.	Trg. asst	2,400
Hershberger, James E.	do	2,400

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DISTRICT VOCATIONAL OFFICE NO. 11, DENVER—Continued.

Name.	Occupation.	Salary.
Hoage, Earl R	Placemt asst	$2,000
Ihle, Charles W	do	2,400
Johnson, Claude S	Trg. asst	2,400
Johnson, Lorenzo L	Voc. adv	2,250
Jordi, Jose	Trg. ass't	2,000
Kelly, James B	do	1,800
Kirk, James W	do	1,900
Lawrence, William H	do	2,400
Lewis, Charles G	Spe. agt	2,500
McClain, Raymond W	Trg. asst	2,400
McCurdy, Andrew	Voc. adv	2,750
Mahin, Lillian	Nurse	1,710
Merten, Frederick H	Spec. agt	2,300
Mills, James S	Trg. asst	2,000
Milton, Richard R	Spe. agt	2,400
Mitchell, Harry T	Voc. adv	2,500
Morgan, Jesse R	Supv. of trg	3,000
Nye, H. Allen	D. V. O	3,750
Palmer, Joseph W	Placemt asst	2,000
Perler, Rose	Nurse	1,710
Price, Richard L	Voc. adv	2,400
Ristine, Irwin M	Placemt officer	2,500
Rogers, Thomas P	Placemt asst	2,000
Ross, John C	Voc. adv	2,400
Taylor, Charles Edgar	do	2,100
Tripp, Floyd C	Trg. asst	2,300
Truman, Rex	do	2,100
Vance, Herm M	do	2,250
Wiles, Thos. Houston	Voc. adv	2,000
Young, Henry	Clerk	1,400
Allison, Edith	S. and T	1,100
Ardrey, Lois M	Typist	1,000
Ayer, Lois E	S. and T	1,200
Benson, Maud L	Mess. girl	600
Beveridge, Telford J	Typist	1,200
Bird, Josephine T	Nurse	1,710
Bixler, Ada A	Typist	1,100
Blanchard, Mrs. Tessie M	S. and T	1,200
Bowen, Mrs. Frances B	do	1,600
Boyce, Mrs. Florence C	Typist	1,100
Braden, Mrs. Bertha Y	S. and T	1,200
Brickell, Howard F	Mess. boy	600
Brown, Mrs. Margaret Marchand	S. and T	1,100
Bruce, Mrs. Mildred	do	1,100
Bruderlin, A Emily	Typist	1,200
Busey, Alice M	S. and T	1,200
Bush, Grace Porter	Typist	1,000
Carlson, Mildred C	S. and T	1,100
Carpenter, Esther L	Typist	1,100
Chambers, Gertrude E	Clerk	1,000
Christiansen, Mrs. Clara B	S. and T	1,100
Connor, Mary H	Typist	1,000
Dixon, Lenora E	S. and T	1,200
Eberhard, Mrs. Charlotte D	Clerk	1,000
Forbus, Juanita	Typist	1,100
Fry, Faith E	Clerk	1,000
Furman, Ethel M	Typist	1,300
Gates, Mrs. L. Madeliene	Clerk	1,200
Gilpin-Brown, Frances	Bookkeeper	1,200
Goldstein, Esther	Nurse	1,710
Green, Mrs. Sadie E	S. and T	1,400
Gregg, Nora W	Typist	1,000
Guemple, Mrs. Hazel E	do	1,100
Hansen, Ida M	S. and T	1,200
Hanson, Alice B	do	1,200
Harding, L. Madeliene	Clerk	1,200
Hedges, Helen J	S. and T	1,200
Hernberg, Hazel E	Typist	1,100
Hotchkins, A. Irma	S. and T	1,100
Junk, Cecil	do	1,400
Kellogg, May M	Typist	1,000
Kirkgaard, Lillie M	Clerk	1,100
Kirkpatrick, Helen C	Typist	1,000
Klett, Mallie A	do	1,200
Knapp, Thelma D	S. and T	1,200
Lansing, Lula M	do	1,200
Lathrop, Katherine H	do	1,100
Lee, Gladys M	Typist	1,000
Lieser, Salome M	S. and T	1,300
Lindsay, Mrs. Ethel M	Typist	1,300
Logan, William H	S. and T	1,200
McDonald, Mrs. May	Typist	1,000
McNamara, Mrs. Bertha E	Clerk	1,100

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DISTRICT VOCATIONAL OFFICE NO. 11, DENVER—Continued.

Name.	Occupation.	Salary.
McPherrin, Mrs. Jessie R	S. and T	$1,300
Mabbett, Elizabeth F	do	1,400
Meredith, Gladys L	Clerk	1,200
Mitchell, Mrs. Nora	Typist	1,100
Moore, Mrs. Ruth N	S. and T	1,100
Morrison, Mrs. Jennie A	Clerk	1,100
Morrison, Mary	S. and T	1,200
Myers, Nellie	Typist	1,100
North, Mrs. Cecil	Clerk	1,100
Olmstead, Jennie Lucille	S. and T	1,400
Patterson, Mrs. Sue D	Typist	1,400
Patterson, Thelma A	S. and T	1,200
Porter, Mrs. Ethel F	Typist	1,200
Powell, Alice I	do	1,000
Powell, Mrs. Marie A	do	1,100
Privett, Mrs. Esther I	do	1,150
Rachofsky, Dorothy	Clerk	1,100
Ragsdale, Edith D	S. and T	1,100
Rich, Amorette	Typist	1,000
Richardson, Mrs. Dorothea W	do	1,300
Roble, Cora M	S. and T	1,200
Rogers, Dorothy A	Tel. operator	1,200
Rotruck, Olive	Typist	1,100
Russell, Ella	do	1,000
Sandell, Olive C	do	1,000
Shaffer, Fay	do	1,000
Simpson, Verna H	S. and T	1,100
Sisson, Mrs. Maze V	do	1,400
Sorenson, Mamie O	Typist	1,150
Stiles, Irma H	Clerk	1,200
Strasser, Rebecca H	Typist	1,000
Tarrant, Richard W., jr	do	1,200
Thompson, Grace M	S. and T	1,200
Turnquist, Alpha C	do	1,200
Trimble, Mae	do	1,100
Van der Stad, Sara	Typist	1,100
Waite, Mrs. Helen	do	1,400
Wheeler, Ardella	S. and T	960
Wilbur, Martha	do	1,100
Will, Emma	do	1,100
Wilson, Arda V	Clerk	1,000
Wilson, Mrs. Minnie E	S. and T	1,200
Witmore, Mrs. Anna S	Mess. girl	600
Wolf, Elsie C	Typist	1,100
Wolking, Irma E	S. and T	1,100

DISTRICT VOCATIONAL OFFICE NO. 12, SAN FRANCISCO.

Arnold, F. C	Voc. adv	$3,000
Baird, Arthur R	Trg. asst	2,400
Ballard, Frank M	Placement off	2,400
Bartlett, Lester W	Supv. trg	2,750
Batdorf, Same F	Training officer	2,750
Bennett, G. Vernon	do	3,000
Blalock, Orville O	Trg. asst	1,600
Bragg, Irving O	do	2,400
Cook, R. Thane	Voc. adv	2,400
Craft, Kenneth S	Trg. asst	1,600
Crowe, Bruce L	Voc. adv	2,500
Crowe, John V	Trg. asst	2,400
Darrow, Lomiel De Witt	Trg. off	3,500
Davis, Homer Woodhull	Trg. asst	1,500
Denton, Linder Dale	Voc. adv	2,400
Dickenshots, Howard F	do	2,000
Dodd, John M	Placement off	2,000
Elliot, Charles B	Voc. adv	2,500
Gowen, B. S	do	2,500
Hickor, H. D	Placement asst	2,000
Kibby, Ira W	Spec. agt	2,400
McCammon, Everett	Voc. adv	1,800
Maddrill, J. D	Case officer	3,500
Miller, John D	Trg. asst	1,500
Morgan, George Garfield	Voc. adv	1,800
Morrison, James	Spec. agt	2,500
Ricciardi, Nocholas	Dis. voc. off	3,750
Saddington, Everett James	Voc. adv	2,400
Schrope, Ray W	Trg. asst	2,200
Scudder, Kenyon Judson	Voc. adv	2,400
Shirrell, Elmer D	do	2,400
Smith, Chester F	Chief clerk	2,100

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DISTRICT VOCATIONAL OFFICE NO. 12, SAN FRANCISCO—Continued.

Name.	Occupation.	Salary.
Smith, Henry C	Spec. disb. agt	$2,250
Snell, Harry M	Placement supervisor	2,750
Whyte, John Henry	Trg. asst	2,400
Allen, Emma B	S. and T	1,200
Arata, Adele	do	1,200
Bache, Arnold	Clerk	1,200
Baker, Tee F	Typist	1,200
Bank, Sybil	Clerk-typist	900
Barrett, Mrs. Cora	File clerk	1,200
Batdorf, Edith	Clerk-sten	1,080
Baumann, Mrs. Edna	Typist	900
Beebee, Enid E	do	1,200
Bowen, Imogene D	Clerk-sten.-typist	1,140
Brenner, Orilla	Sten	1,200
Brewer, Julian D	Trg. asst	1,740
Buckley, Ora	S. and T	1,320
Bulfinch, Lilla M	do	1,080
Burger, Ruth H	Typist	900
Cahn, Anita	Sten	1,200
Cameron, Edna A	Clerk	900
Carrick, Cecile Catherine	Clerk-typist	960
Chamey, Hortense M	Typist	1,080
Chapman, Ruby K	S. and T	900
Collins, Icy	Typist	1,320
Condy, Jeannette E	S. and T	1,400
Cook, Rena	File clerk	900
Crowe, Mrs. Lillian Belle	Typist	900
Cundiff, Blanche L	Clerk	1,200
Darling, Hazel L., Mrs	Typist	1,080
Darrow, Malcolm Dewitt	Msgr. boy	480
Davis, Louise	Typist	1,080
Day, Earl	Msgr	600
Dunning, S. Agatha	Typist	1,080
Eaton, Mildred	Clerk-bookkeeper	1,080
Edwards, Edna M	Clerk-typist	1,080
Ehret, Esther A	S. and T	1,200
Elkeman, Mrs. Josephine S	do	1,320
Farrar, Mrs. Francis M	Bookkeeper	1,320
Flynn, Grace	S. and T	1,200
Fricker, William	Msgr. boy	600
Friedorff, Mrs. Olive A	Clerk	1,200
Goldenberg, Mrs. Maude	Mimeograph oper	960
Gotelli, Marie	Clerk	1,080
Gottung, Anita	Typist	900
Hall, Edna	do	900
Halsall, Mrs. Gretchen	File clerk	900
Hambidge, Cordelia	Msgr. girl	720
Hamilton, Ada	Typist	900
Hammerson, Alice	Clerk-typist	900
Hansen, Edel	Clerk	1,080
Held, George	Mesgr. boy	720
Herrill, Edna M	Clerk-typist	900
Hoover, Fern M	Sten-typist	1,080
Hope, Mrs. Dorothy C	Sten	1,200
Howland, Warren E	Clerk	1,400
Hudson, Mrs. Mary D. F	Sten-typist	1,200
Jenkins, Charlotte L	Clerk	1,200
Julien, Mrs. Katherine H	do	1,080
Kerpestein, Gladys	Typist	1,320
Knapp, Mrs, Lulu M	Clerk	1,000
Kollenborn, Florence	Sten	1,200
Krauter, Helen M	Clerk-typist	900
Lauterbach, Paul H	Clerk	1,200
Long, Irene E	Typist	1,080
McCammond, Harold N	Clerk	1,200
McEntee, Claire	Typist-clerk	900
McGuire, Gwen A	Typist	900
McInerney, Theresa	Sten-typist	1,080
McPherson, Helen G	Typist	900
McShane, Ruth M	do	1,320
Marlsowitz, Bessie	File clerk	900
Mast, Ethel M	S and T	1,400
Matsen, Florence	Typist	1,000
Miller, Mrs. Cora L	S and T	1,080
Moffett, Virginia	Typist	900
Nelson, Anna	File clerk	900
Nilson, Sophie M	Sten-typist	1,200
Olney, Jean Carol	Clerk-typist	900
Olsen, Lester A	Clerk	1,620
Osborn, Mrs. Genevieve	do	1,320
Peterson, Edith M	Tel. oper	1,080
Porter, Ernestine	Typist	1,080
Pratt, Esther L	Clerk	900

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DISTRICT VOCATIONAL OFFICE NO. 12, SAN FRANCISCO—Continued.

Name.	Occupation.	Salary.
Punshon, Gladys H	Clerk-typist	$900
Richardson, Mrs. Lola	Clerk	1,200
Robinson, Muriel	Clerk-typist	900
Roche, Albert H	Clerk	1,400
Rodell, Ruby E. H	Typist	1,080
Ross, Ana	Typist-clerk	900
Royden, Herbert N	Clerk	1,200
Ryan, Irene	Clerk-typist	900
Schaefer, Eleanor H	Clerk	1,080
Schelan, Mrs. Madeleine	S and T	1,200
Schoningh, Anna M	do	1,200
Sharp, Nellie M	Clerk	900
Silliman, Alice L	Typist	900
Southworth, Wesley Gates	do	1,200
Steele, Florence C	S and T	1,080
Steinhauser, Carrie	Sten	1,080
Steinhauser, Minnie	S and T	1,080
Sutherland, Robert L	do	1,400
Sweeney, Edward B	Msgr	900
Sweeney, John J	S and T	1,200
Thomson, E. Beryl	Typist	1,080
Turner, Mrs. M. M	Dictophone oper	1,200
Umland, Henrietta	S and T	1,080
Ungaretti, Jennie M. Mrs	Typist	900
Vaughan, Floy R	Clerk	1,400
Veblen, Clara M	Typist	900
Winter, Caroline	Sten	1,320
Wolley, Howard G	S and T	1,200

DISTRICT VOCATIONAL OFFICE NO. 13, SEATTLE.

Anderson, Claude H	D. V. O	$1,000
Bailey, Alexander Rufus	Trng, asst	2,400
Bowman, Jacob N	Supv. for placement	2,750
Brain, Marvin W	Accountant	2,100
Brown, Alfred L	Voc. advisor	3,000
Buell, William C	Training asst	2,100
Bush, John A	Placement officer	2,400
Carroll, Emmett R	Training officer	2,300
Chittendon, Albert F	Training assistant	2,400
Cooper, Kenneth L	Placement officer	2,400
Cox, Edward G	Vocational advisor	2,750
Engle, Norman W	Placement asst	2,100
Fairburn, Orville G	Training asst	2,300
Franklin, John Morton	do	2,100
Hamilton, Fred E	Placement officer	2,750
Henderson, Philip A	Placement asst	2,100
Hunt, Ray C	Voc. adv	2,100
Johns, Miles S	Training asst	2,200
Johnson, Dallas D	Supv. for adv. train	3,500
Juillerat, Lee A	Training assistant	2,100
King, Ivan B	Clerk	1,800
McCoy, Horace L	Training assistant	2,400
MacLennen, Florence C	Clerk	1,800
Mann, William G	Vocational advisor	3,000
Maris, W. Homer	Training asst	2,300
Meier, Albert O	do	2,200
Mills, Reed C	Placement assistant	2,100
O'Reilley, James H	do	2,100
Peterson, Helmar S	Training officer	2,500
Richards, H. Laurence	Training asst	2,100
Smith, Virgil	do	900
Surbridge, John	Vocational advisor	2,100
Tallman, Ernest W	do	2,000
Taubman, Morton M	Training assistant	2,300
Taylor, Roy	do	2,100
White, Roma G	Vocational advisor	2,500
Wilkinson, Jesse O	Placement assistant	2,100
Willard, Dudley W	Training assistant	2,100
Wise, W. P	Vocational advisor	2,200
Abbott, Mabel	Typist	1,000
Anderson, Daphne	S. and T	1,320
Bishop, Nancie W	do	1,200
Bolster, Edna E	do	1,400
Brown, Mrs. Sylvia E	do	1,200
Buck, Ruth A	do	1,200
Christiansen, Clara	Sten. typist	1,200
Craigue, Florence	S. and T	1,200
Cristman, Margaret M	do	1,200
Daniel, Gladys A	do	1,200
Davidson, Anna E	do	1,200

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DISTRICT VOCATIONAL OFFICE NO. 13, SEATTLE—Continued.

Name.	Occupation.	Salary.
Deaderick, Kelly Dent	Messenger	$600
Dingwall, Ruby E	Typist	1,400
Dodds, Florence	do	1,000
Ederer, Pauline A	File clerk	1,200
Elander, Ruth E	Typist	1,000
Enfeld, Helena J	do	1,200
Farlow, Marjorie	do	1,000
Finney, Lena M	S. and T	1,200
Gabbert, Gertrude M	Typist	1,440
Gallagher, Anna L	S. and T	1,200
Gilpatrick, Mrs. Frankie	Typist	1,000
Gleason, Walter G	S. and T	1,500
Haller, Eva S	do	1,200
Hansen, Emma	Typist	1,000
Haynes, Rhea	do	1,200
Hodgins, Mrs. Emma	S. and T	1,200
Hoffman, Ruth M	Typist	1,000
Hudson, Marion E	do	1,000
Johnson, Emma C	S. and T	1,200
Johnson, Ruth E	do	1,400
Joseph, Amanda B	File clerk	1,000
Judy, Edrie R	S. and T	1,200
Kosokoff, Lena	Typist	1,200
Lambell, Lillian	Clerk	1,600
Le Febvre, Mrs. Claudia J	S. and T	1,400
Lemon, Gladys	Typist	1,000
Lewis, Leonie R	Clerk-typist	1,400
Lundquist, Martha E	Typist	1,200
McGee, Maria	S. and T	1,200
MacLennan, Florence C	Clerk	1,392
MacPherson, Helen	Typist	1,000
Marcuse, Ruth	do	1,000
Mateka, Amelia	S. and T	1,200
Morse, Emma	Typist	1,000
Motheral, Jessie	do	1,000
Nelson, Lillian A	do	1,200
Penn, Minnie F	Clerk-typist	1,000
Peterson, Pearl O	S. and T	1,200
Peterson, Selma E	Typist	1,000
Pfefferkorn, Alvin C	Clerk	1,500
Potter, Elva J	S. & T	1,200
Ross, Grace	File clerk	1,200
Scandrett, Ina L	Statistical clerk	1,200
Slow, Veda Eleanor	S. and T	1,200
Smith, Edna W	Typist	1,000
Smith, Mrs. Lena Pearl	S. and T	1,200
Sorber, Gladys D	Clerk	1,200
Stiles, Janie	Clerk-typist	1,080
Stirkel, Anna	Sten.-typist	1,200
Swenson, Emily V	do	1,200
Swarts, Frances N	do	1,200
Tait, Edna	S. and T	1,400
Thomas, Arthur	Messenger boy	600
Thompson, Florence E	S. and T	1,320
Van Tassell, Mrs. Myrtle	do	1,200
Victor, Hazel V	Sten	1,200
Webber, Helen M	File clerk	1,000
Wedeberg, Severt M	S. and T	1,500
Wenger, Eva	do	1,200
Whitten, Ruth L. (Mrs.)	do	1,200
Wilson, Claude D	Sten	1,200
Wind, Lila E	S. and T	1,200
Woolery, Leta M	do	1,200
May, Thomas E	Training assistant	2,400

DISTRICT VOCATIONAL OFFICE NO. 14, DALLAS.

Anderson, G. N	Voc. adv	$2,400
Batson, Clifford L	Training officer	2,400
Borland, William J	Trg. asst	2,400
Bralley, Ernest W	do	2,100
Burk, William A	Voc. adv	2,750
Campbell, LeRoy Edward	Trg. asst	2,100
Collingsworth, Clifford J	do	2,100
Culberson, William Leon	Placem't asst	2,400
Cummings, Heber B	Trg. officer	2,500
Doughty, Walter F	Dis. voc. officer	4,000
Dunlavy, Henry E	Trg. asst	2,000
Edwards, N. H	Case officer	3,000
Fuller, L. R	Supv. of trg	3,000
Gordon, Charles F	Placem't asst	2,400

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DISTRICT VOCATIONAL OFFICE NO. 14, DALLAS—Continued.

Name.	Occupation.	Salary.
Harvin, Charles M.	Trg. asst	$2,100
Hearon, Theron Roscoe	Placem't asst	2,400
Hockaday, Fred J	Voc. adv	2,400
Holder, Ray	do	2,400
Holtzclaw, Henry F	do	2,400
Jay, Clyde Arthur	Supt. of placem't	3,500
Johnson, Read	Placem't asst	2,400
Jones, M. E	Trg. asst	2,100
Joseph, Pete T	Placem't asst	2,400
Leake, John B	do	2,400
Lee, Ira B	Trg. asst	1,500
Lee, William R	do	1,800
Long, Percy L	Placem't asst	2,400
Morse, John H	Training officer	2,400
Murray, William C	Special agent	2,400
Nash, Elmer C	Trg. asst	2,000
Peckenbaugh, David L	Placem't officer	2,400
Plummer, Wallace M	Trg. officer	2,100
Rauch, George A	Voc. adv	2,400
Rothwell, Wellington O	Trg. asst	2,100
Sage, A. B	Trg. officer	3,000
Sebastian, Joseph W	Trg. asst	1,500
Setzer, Walter K	Voc. adv	2,000
Smith, Ruthven K	Trg. asst	1,800
Tanner, Richard W	Placem't asst	2,400
Ullrich, Oscar A	Voc. adv	2,400
Wilkinson, A. P	Bookkeeper	2,100
Williams, Clarence John	Placem't asst	2,400
Armona, Hazel	S. and T	1,400
Bailey, Vernon	Sten	1,500
Balch, Eugenia E	Clerk	1,200
Ball, Agnes	Typist	1,000
Bennett, Ed	Mess. boy	600
Birdwell, Mrs. Blanche	Sten.-clerk-typist	1,200
Blount, Rosalie	Sten	1,080
Boren, Francis M	Clerk	1,200
Boyd, Maurine	do	1,000
Braley, Irene	Sten	1,200
Brazzell, Blanche	Typist	1,080
Brelsford, Nathan W	Sten. and typist	1,500
Brennan, Mary	Clerk	1,200
Brookmole, Katy	Typist	1,080
Bryant, Cecil	do	1,080
Cade, Nellie Bly	do	1,000
Cardwell, Alta	S. and T	1,200
Carter, Alice	do	1,200
Cesinger, Gerta	do	1,200
Cheek, Lucille	Clerk	780
Comeskey, Patrick T	Sten	1,400
Compton, Ethyl	Clerk	1,000
Denson, Blanche	S. and T	1,600
Fasting, Martha F	Clerk	1,000
Fitzpatrick, Mrs. Anne McCall	do	1,200
Fowlkes, Ada	Sten	1,200
Futch, Francis	Typist	1,000
Hagood, Gladys	do	1,000
Haley, Mrs. Wm. E	Sten	1,200
Hamman, Mrs. G. M	Bookkeeper	1,200
Hansen, Jo. M	S. and T	1,320
Harding, Lucile	Clerk	1,200
Harris, Mrs. C. V	do	1,000
Hart, Ruby E	Typist	1,000
Hayden, Violet	Clerk	1,000
Hedleston, Mary	Minor clerk	900
Helm, Thomas W	Information clerk	1,500
Henry, Lena	Typist	900
Hexamer, Maurice	Sten	1,140
Hill, Ira B	do	1,500
Hinnan, Clifford Hugh	do	1,500
Hopsoff, Mrs. Mary	do	1,200
Huff, Carrie	Clerk	1,200
Hundley, Elise	Typist	1,200
Hunt, Minnie Grace	Sten	1,200
Hunt, Myra	Clerk	1,000
Jamison, Sula B	Minor clerk	1,000
Jones, Mrs. Ida	S and T	1,400
Jones, Nannie	Sten. and T	1,200
Kirksey, Marie Adele	Sten	1,200
Klepper, E. Maye	S. and T	1,400
Kyte, Mary E	do	1,320
Lacefield, Jeannette	Clerk	1,000
Laney, Ludie	Typ[illegible]	1,080
Lester, Martin	Sten	1,500

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DISTRICT VOCATIONAL OFFICE NO. 14, DALLAS—Continued.

Name.	Occupation.	Salary.
Lowrey, Mrs. Victor B	Typist	$1,080
Lusk, Cora R	Sten	1,320
Lynch, Katherine C	do	1,080
McBrayer, Mrs. Verona	do	1,320
McCulloch, Agnes	do	1,200
McIntosh, Mrs. Nell	Sten. and typist	1,200
Mackey, Mrs. Edna	do	1,400
Mitchell, Tennie	Clerk	1,200
Moon, Louise	S. and T	1,200
Moore, Mrs. Janie Burgess	Typist	1,200
Moore, Kate I	Clerk	1,000
Morgan, Mrs. Beatrice D	Clerk-typist	1,400
Morgan, Bess	Clerk	1,200
Morgan, Mrs. Lulu	Sten	1,200
Northcott, Mrs. Mary B	S. and T	1,200
O'Hara, Varina	Clerk	1,000
Porteous, Ella M	S. and T	1,400
Ragan, Jerrene	Clerk	1,000
Ratliff, Vestal P	Sten	1,200
Robbins, Otis A	S. and T	1,320
Scott, Arthur M	Typist	1,700
Shotland, Mrs. Pierre	do	1,000
Shrum, Annie	do	1,000
Simmons, Hibernia	do	1,200
Sizer, Stella M	Sten	1,200
Skinner, Mrs. Pearl	Bookkeeper	1,200
Squires, Mrs. Vivienne	Sten	1,500
Stapp, Florence J	S. and T	1,400
Stotts, Claude G	Sten	1,500
Stricklin, Darwin B	Mess. boy	600
Strouch, Sallie	Typist	1,080
Thigpen, Marye	do	1,080
Thomas, J. D	Mess. boy	480
Thompson, Maidee	S. and T	1,600
Upton, Vernon	Clerk	1,200
Veazey, Elizabeth	do	1,000
Wagon, Dorothy	Typist	600
White, Donald	Mess. boy	600
White, Helen	Clerk	900
Whitemore, Martha	Typist	1,080
Wilkinson, Marie	Mess	900
Williams, Annie M	Sten	1,400
Woodard, Oscar	Mess. boy	600
Wright, James	Janitor	864
Wyatt, Eunice	Typist	900
Gallaher, Philip G	Mess. boy	600

VOCATIONAL EDUCATION APPROPRIATION.

WASHINGTON, D. C.		
Munroe, James P	Member of board	$5,000
Holder, Arthur E	do	5,000
McIntosh, C. F	do	5,000
Hawkins, L. S	Chief of Div. Voc. Ed	5,000
Carris, Lewis H	Fld. representative	5,000
Nichols, F. G	Asst. dir. Comm. Ed	4,500
Richardson, Anna E	Asst. dir. H. E	4,500
Wright, J. C	Asst. dir. Tr. and Ind. Ed	4,250
Cummings, John	Stat. and economist	3,500
Lane, C. H	Sp. ag. Agr. Ed	3,500
Baylor, Adelaide S	Sp. ag. H. E	3,250
Burdick, Anna L	Sp. ag. Wom. Tr	3,250
Bacon, Isabel C	Sp: ag. Comm. Ed	3,000
Fisher, Genevieve	Fed. ag. H. E. Ed	3,000
Bigelow, Zella E	Sp. ag. for Res	2,500
Chamberlin, Minna F	Steno. and typ	1,600
Greacon, Zoe Verne	do	1,600
DeGomar, Charlotte	Typist	1,600
Harris, Elizabeth	Stengorapher	1,600
Hayden, Margaret	Steno. and typist	1,600
Schmidt, Bertha B	Auditor	1,600
Vaughan, Lora	Steno. and typ	1,600
Weist, Lillie V	Steno. and typ	1,500
Richardson, Della D	do	1,500
Bowman, Evelyn A	Clerk	1,400
Donath, Marian	Steno. and typ	1,400
Kiernan, Clara A	do	1,400
Deshaies, Alice R	Typist	1,392
Pegram, Marie C	Steno. and typ	1,392

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VOCATIONAL EDUCATION APPROPRIATION—Continued.

Name.	Occupation.	Salary.
WASHINGTON, D. C.—continued.		
Olney, Anne	Clerk	$1,320
Cuddy, Ada Constance	Typist	1,320
Coker, Lily Mae	Telephone op	1,200
Nelson, Obed	Fireman	1,200
Wallace, Burton A	do	1,200
Youngs, Elphonzo, jr	Messenger boy	1,000
Gray, Hillman T	Unskilled laborer	840
Herndon, Frederick L	Sk. laborer	840
Tyler, George	Fireman	840
Harrison, Henrietta	Charwoman	600
Montgomery, Ernest L	Messenger Boy	600
Reynolds, Mary	Charwoman	600
NEW YORK.		
Smith, Harry B	Sp. ag. ind. ed	3,500
Winchester, Nellie M	Sten. and typ	1,600
ATLANTA.		
Dimmitt, Roy	Sp. ag. ind. ed	3,500
Sargent, H. O	So. ag. agr. ed	3,500
Bradford, Leahnora	Clerk	1,200
INDIANAPOLIS.		
Linke, J. A	Sp. ag. agr. ed	3,500
Cushman, Frank	Agr. tr. and ind. ed	3,500
Bounell, Buren	Steno. and typ	1,600
DENVER.		
Williams, Cyrus V	Sp. ag. agr. ed	3,500
Schaffner, Elizabeth	Steno. and typ	1,600
SAN FRANCISCO.		
Barrows, Harry P	Ag. agr. ed	3,500
Johnson, Benjamin W	Sp. ag. ind. ed	3,500
Zollinger, Anna	Typist	1,500

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C., May 22, 1920.

Hon. SIMEON D. FESS,
House Office Buiding,
Washington, D. C.

DEAR DR. FESS: In my testimony I made no personal reference to men in central office and their work, but I believe that in one instance I should have done so. The record should show something of the value of Mr. Carl C. Brigham to the work of rehabilitation.

As it appeared in the testimony of others, Mr. Brigham received his Ph. D. degree from Princeton University before he was 30 years old, and went to Canada for the purpose of enlisting in the Canadian forces. Because of his peculiar fitness, he was retained there in Canadian rehabilitation work until after the United States entered the war, when he returned to Buffalo, and enlisted as a private in the Field Artillery, being discharged at the time of the armistice with rank of lieutenant.

Mr. Brigham threw himself without reserve into the rehabilitation work here. During his entire service with the board he has put in long hours at least six days, and much of the time seven days, in the week. He has attacked the problem with intelligence, ability and devotion to the interests of the disabled man. To be fair to the man and fair to the Government and to resolve any doubt in favor of the man have been the principles upon which he has acted.

Since the Research Division was abandoned in October, 1919, he has kept the chief of the division informed as to the progress of other countries in rehabilitation work, and has been of untold assistance in the development of the work in the United States. He is responsible for formulating many of the plans whereby the board has decentralized to the present extent, and has been instrumental in cutting out much duplication both within our own offices and with other Government agencies. He has, even before the bill was introduced in Congress last December, advocated the extension of vocational training with maintenance pay to all men honorably discharged and who had been

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rated as at least 10 per cent disabled. His constructive suggestion also included the training of widows and orphans, the simultaneous grant of treatment and training, and the consolidation of all agencies dealing with the disabled men. Since October, 1919, he has been the man who had interpreted statistics, and recently has been directing the gathering of them. He is largely responsible for the preparation of the estimates submitted to Congress in Senate Document No. 133, which is proving to be remarkably close for what, on account of the nature of the service, can at best be but an approximation. He has proven to be our most effective liaison officer, not only with the War Department but with the Bureau of War Risk Insurance.

As a member of the American Legion, Mr. Brigham not only received the application of a number of men in central office, but in response to an invitation from the national officers to the board, he was present at the Minneapolis convention and sat as a consultant and adviser to its committee on beneficial legislation, by invitation of the committee.

In resourcefulness, initiative, and ability, I know of few equals and no superiors to Mr. Brigham.

Very truly, yours,

UEL W. LAMKIN,
Chief, Division of Rehabilitation.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C., May 22, 1920.

Hon. SIMEON D. FESS,
House of Representatives, Washington, D. C.

MY DEAR DR. FESS: On page 1123 of the hearings there is brought up the case of Joseph A. Troy, of East St. Louis. You have asked that a statement be filed in regard to him.

The inclosed statement concerning his Army discharge is submitted. You will note it shows that his disability was gunshot wound of the left foot with 10 per cent disability. There is no mention made of any injury to his spine or neck.

On the 11th of September the San Francisco office recommended training under section 2 in law at St. Louis University. The survey contains the following statement:

"This man's whole college course was taken with a view for profession in law. If necessary he could take the bar examinations after a year's professional training. This would enable him to practice law in St. Louis, his old home. He desires to take his training there as he could build up a practice there more easily among his associates."

His survey shows that he was a graduate of St. Louis University, College of Arts and Sciences.

Central office approved training under the provision of section 3 only. In reply to a request for reconsideration from San Francisco, the following telegram was sent, Mr. Baird being a representative of central office in San Francisco at that time:

"Re telegram Joseph Troy; refer to Baird. We can not approve on evidence submitted but will accept his decision. Discontinue telegrams on this case."

Mr. Baird's decision is quoted in a letter written by him to the district vocational officer in San Francisco:

"It is observed that you have had considerable correspondence with central office regarding the case of this man. I doubt seriously whether or not central office will allow you to train this man as you have suggested. However, your telegram of October 9 may bring favorable reply from central office.

"It must not be considered that men who have college degrees are to be considered from the standpoints of students, as they have certainly more earning power than the common laborer even though they have not called for special vocations. At any rate only short-period training should be considered in such cases. It would seem that a man with a college degree could be made efficient in a gainful occupation in at least one year's time."

On the strength of this decision the San Francisco office sent Mr. Troy to the St. Louis office with the following letter of introduction:

"This will introduce Mr. Joseph A. Troy, whose course has been approved, and whose case we are transferring to you. The papers will follow immediately.

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"Mr. Troy has been approved for a year's course in law at the St. Louis University, and we ask that you will make all necessary arrangements to give him the training at once."

Very truly, yours,

NICHOLAS RICCIARDI,
Acting District Vocational Officer.

On the basis of that letter of introduction, without waiting for the papers, Mr. Troy was placed in training under the provisions of section 2, in spite of the fact that we had approved training for section 3, which did not include maintenance pay. We approved the action of the St. Louis office for section 2 training for one year in order that we might do justice to the man.

The following is a statement regarding his medical examination:

"After discharge claimant was examined July, 1919, Marine Hospital, St. Louis (one week). Picture of neck was taken, also of foot. X-ray report showed neck negative, foot foreign body (foreign body if present has never been removed, to claimant's knowledge). Reexamined Marine Hospital, California. X-ray of neck report negative.

"NOTE.—The above is history of the case as given by claimant.

"Physical examination: Scar 2-inch dorsum left foot, over second and third meta tarsals. Tender to pressure, somewhat adherent. Slight limitation of eversion. Transverse arch somewhat sunken with callus on ball of foot. Slight facial assymetry with left side larger than right (probably developmental). Neck shows no objective evidence of injury at present, motion good, free, and equal, active, passive and against strain, showing no abnormalities except pain claimed by claimant. Head leans slightly to right."

The date of the above is March 24, 1920. The case will have our careful consideration. We also enclose copy of X-ray examination report, together with Dr. Moore's letter.

Very truly, yours,

UEL W. LAMKIN,
Chief Division of Rehabilitation.

X-RAY EXAMINATION REPORT.

No. 1897. Name, Joseph Troy, jr. Private case, plates. Habitus, plates. April 1, 1920. Examination first fluor.

Anteroposterior stereoscopic plates of the three lower cervical and two upper dorsal vertebræ show a very large transverse process with a tendency to bifercation on the left side of the body of the seventh cervical. A portion of this process dips down in front of the transverse process of the first dorsal and seems in contact with it. This gives somewhat of a lift to this vertebra on that side. The transverse process of the same vertebra on the opposite side seems to lie behind and slightly below the upper level of the transverse process of the first dorsal vertebra.

Lateral plate of the cervical spine shows the six upper cervical vertebræ, and they are in line. No evidence of bone change.

Anatomical variation of the seventh cervical vertebræ.

WASHINGTON UNIVERSITY,
St. Louis, April 3, 1920.

O. S. WILFLEY,
Assistant District Medical Officer,
Federal Board for Vocational Education,
St. Louis, Mo.

Re Joseph Troy, jr., 1723 St. Louis Avenue, East St. Louis, Ill.

DEAR SIR: The above named, Joseph Troy, came to us for an X-ray examination of his cervical spine, which we made, and the report of the examination is inclosed.

My experience has been such with making stereoscopic lateral plates of the cervical spine that results were most unsatisfactory, so for this view, I made a single plate, and anteroposterior stereoscopic plates of the lower portion of the neck.

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To supplement the inclosed report I would say here that this has an anatomical variation in his neck, which can be regarded as perfectly normal for him, and furthermore I do not believe that he either has or ever has had a fracture of any of the cervical vertebræ. It is quite possible that he has symptoms because of the anatomical variation on the seventh cervical vertebra. I can hardly believe, however, that this will be disabling.

Yours, very truly,

SHERWOOD MOORE, M. D.,
Roentgenologist in Charge.

A true copy.
A. J. WILLIFORD,
Case officer, F. B. V. E.

FEDERAL BOARD FOR VOCATIONAL EDUCATION.

Report on Joseph A. Troy, jr.; enlisted July 28, 1917, as corporal in Company C, First Field Signal Batallion. Discharged on April 10, 1919, at Camp Taylor, Ky. Disability, gunshot wound of foot, left, was in line of duty.

Attested true extracts from official military record of this man.

L. C. CRAWFORD,
Colonel, United States Army.

Degree of disability, 10 per cent. Reported by Lloyd E. Brown, first lieutenant, Field Artillery, August 20, 1919.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
Washington, D. C., May 22, 1920.

Hon. SIMEON D. FESS,
House Office Building, Washington, D. C.

DEAR MR. FESS: I am submitting herewith the letter from Mr. Carl Becker for which you asked. You will note that it is dated November 14, and that my reply is dated November 19, 1919.

The "situation" in the Dallas office referred to arose from our combining the advisement and training sections. Mr. Sage was in charge of the advisement section and Mr. Fuller of the training section. We believed that when the two sections were combined rather than have a man who had had an equally responsible position placed in a subordinate position to another, it might have been better to assign him to the field.

Very truly, yours,

UEL W. LAMKIN,
Chief Division of Rehabilitation.

FEDERAL BOARD FOR VOCATIONAL EDUCATION,
DIVISION OF REHABILITATION,
DISTRICT VOCATIONAL OFFICE.
Oklahoma City, Okla., November 14, 1919.

Mr. U. W. LAMKIN,
Federal Board for Vocational Education,
Washington, D. C.

MY DEAR MR. LAMKIN: Undoubtedly you will be able to recall that period of history commonly called the "Dark Ages," and in order to be sure that I was not living in this age I checked up the date on the morning newspaper and find that I am in 1919! I am absolutely up against it to know what is what and who is who. Your telegram from Minneapolis stated that you were requesting Mr. Doughty to send Mr. Sage to me and that he would probably relieve me after suitable period. Your telegram was clear enough but when Mr. Sage arrived yesterday morning and I tried to get him to go to Altus in order to review the cases of 42 men who were called to this center he was under the impression that Mr. Doughty had sent him up here for the purpose of a visit and that Mr. Doughty would wire him within a day or two to return to Dallas. I tried to explain to him that he was, as best I knew, to take over

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my work but he couldn't see it and said he was under instructions of Mr. Doughty. I appreciate his position and I can not see why Mr. Doughty was not fully informed as to why Sage was coming up here. If Sage is to take this work over, I do not believe there is any use of waiting three weeks to do it. I had planned the work and schedule of visits to the various centers and am inclosing a copy of this schedule. You will note that our last visit ends November 26. It will take approximately two to three weeks to finish up clerical work in this office and I believe this office could be closed December 15 and all records transferred to Dallas. The work is in such shape now that Sage can take this over after two or three days' study and I would like further instructions from you.

A telegram came from central office requesting that I send Harrison to Washington for conference with Mr. Hamilton, November 19. I replied to the effect that this would break up on our schedule and you will note from schedule that during the last two weeks I am splitting the crew, thus leaving two men in a crew. Were I to send Harrison East, I would have to reorganize this work. This is impossible because of the letters calling the boys to these centers and inclosing transportation are in the mail and it would cause no end of confusion to change these plans.

To date the schedule has run smoothly and I have been able to give various centers an extra day in order to take care of the men who could not visit us on schedule. I have made no statistical reports to the central office as Mr. Doughty was afraid of duplication of statistics and I agreed to leave these reports entirely in his hands. We are sending to Dallas from 30 to 40 cases per day and have been doing so during the past two weeks. Fifty per cent of these are to my knowledge new surveys but I understand from the Dallas office that there has been some duplication. When I was in the Dallas office September 26–28 they pulled all the Oklahoma cases with the exception of those already in training and those complete up to the point of case board action. This left me 937 cases to bring to Oklahoma. Every since that time I have realized more and more that my idea of the cases I was to handle and the idea of the Dallas office regarding same were two separate and distinct ideas and I am of the opinion that the cases given me were only such cases for whom no surveys had been made. In addition to these cases they gave me index cards of Oklahoma cases and these cards contained not only cases with no survey but all their cases that had not been presented to the Dallas case board. The duplication arising from this has been of quite some benefit to the Dallas office inasmuch as their folders had been built up primarily by correspondence. Dallas seems to have established a system as follows: Form 90 when received from the man is reviewed by the No. 14 medical staff. If the disability looks like a major vocational disability they immediately request 213 of the central office and upon receipt of same the case is decided. If Form 90 appears to be a minor or negligible disability nothing further is done. In my opinion and judging from my experience to date in the State of Oklahoma, both of these systems are highly unsatisfactory, and they do not give the disabled man any semblance of a square deal. The entire office staff has appreciated the work done to date and has been glad of the help we have been able to give them.

I believe the entire trouble of the Oklahoma cases is due to this so-called correspondence system and this correspondence system is in turn due to lack of adequate help and reluctance shown in the office for field work. I do not look with favor upon turning these cases over to the Dallas office and trusting the future to more correspondence. I would recommend that this office be established as a suboffice for the next four months and I can assure you that under these conditions the State of Oklahoma will be well taken care of and will have no further reason for complaint.

Mr. Sage will be able to handle this work, but I have very grave doubts regarding question of getting these men into training under the present rules, regulations, interpretations, whims, fancies, and other ideas sent to district 14 by the C. O. case board representatives. I am inclosing "Helpful Hints for C. O. C. B. Representatives," which came to me from the central office along with other mail. I am sure you will see that such matter will never be of real help to the Federal board if it were to get into the hands of Congress. I am fully appreciative of the limitations of our law as it stands at present and I realize that legal proof is necessary, but the aim of our work is to help a disabled man, "honorable discharged," etc., to overcome the handicap of his disability by training and I am also sure that you aim to do this and to do it

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with the minimum amount of red tape. Contrast this to the affidavit sent out by central office which is now practically required on every case in order to secure the approval of your central office case board representatives before this man can be put in training. Collection of these affidavits presented to any Member of Congress would cause you and the board more grief than a few mistakes in favor of the soldier and I want to bring this to your personal attention because I do not believe your interpretations would back up such stuff as the inclosed sheet.

Would you kindly give your central office case board representative permission to come to Oklahoma City over a week-end in order that the advisers working under me might get the benefit of his recent experience in Washington? I asked Mr. Scott to do this, but he stated that his travel orders would not allow it and he stated that the only information he could give me was to the effect that the rule in Washington was to be "hard-boiled." Personally this was very enlightening and is the cause of this personal letter to you. Kindly consider these lines as a personal interpretation of what is to come if the present practice is carried out indefinitely. This is not to be construed as a criticism, because I am willing at all times to carry out the orders from central office, but I hate to see a good job go to smash on petty interpretations.

With best personal wishes to you, I am,

Very respectfully, yours,

CARL BECKER.

NOVEMBER 19, 1919.

MR. CARL BECKER,
310 Culbertson Building,
Oklahoma City, Okla.

MY DEAR MR. BECKER: I have your letter of the 14th and am glad you wrote to me direct. There is a situation in the Dallas office which can best be handled by assigning Sage to the field. I discussed the matter with Mr. Doughty at St. Louis and we agreed that the thing for him to do was to send Sage to Oklahoma until he became familiar with the work there when he was to relieve you so that you could return to central office.

In Minneapolis two wires were sent, one to Mr. Doughty authorizing him to notify Mr. Sage to go to Oklahoma to assist you until such time as it was thought best for him to relieve you, the other one to you notifying you that Mr. Sage was coming. I am wiring Mr. Doughty to-day asking him what instructions he gave to Mr. Sage and when you can be relieved.

I am glad to have the "Helpful hints to central office case board representatives," which you sent me. As written, this has not been sent out by central office. This draft was submitted to the chief and was not approved. I have taken the matter up with Mr. Hamilton and find that the original draft went to you without authority. There is no reason why central office should be "hard-boiled" nor for any man representing central office to be "hard-boiled." Men who are sent out from central office are expected to give the soldiers the benefit of the doubt, as the central office case board is expected to give them the benefit of the doubt. The recommendations of the district medical officer must be taken regarding the nature of a man's disability. It will not be overruled by central office except in rare cases or where the soldiers receives the benefit. Central office case board representatives are expected to see that all the information necessary from a legal standpoint is in the case.

With that exception, they are expected to "split hairs" in approving or disapproving a man's case.

The proper selection of men for the central office case board representatives is one which gives us considerable concern. It matters not what instructions are given nor how careful we try to be in giving these instructions, it seems that it is hard to get representatives of the central office case board to follow the spirit of them.

Again thanking you for calling the matter to my attention, I am,

Very truly, yours,

UEL W. LAMKIN,
Chief Division of Rehabilitation.

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House Calendar No. 238.

66TH CONGRESS, 2d Session. } HOUSE OF REPRESENTATIVES. { REPORT No. 1104.

REHABILITATION OF DISABLED SOLDIERS.

JUNE 4, 1920.—Referred to the House Calendar and ordered to be printed.

Mr. FESS, from the Committee on Education, submitted the following

REPORT.

[To accompany H. Res. 495.]

On March 15, 1920, Mr. Fess, Representative from Ohio, the chairman of the Committee on Education, introduced a resolution, which was passed by the House. The resolution is as follows:

[H Res. 495, Sixty-sixth Congress, second session.]

Resolved, That the Committee on Education is hereby authorized to investigate the Federal Board for Vocational Education, to send for persons and papers, to administer oaths, and to sit during sessions of the House.

Charges had been made and newspaper articles published alleging that the conduct by the Vocational Board of the rehabilitation work for the soldiers disabled in the late war was not successful and, in fact, seriously mismanaged. As early as October, 1919, Mr. Rogers, of Massachusetts, introduced a resolution calling upon the Rules Committee to make an investigation of the work of the board. Hearings were had by the Rules Committee, but no action was taken. Subsequently Mr. Husted, of New York, introduced a resolution asking for an investigation by the Committee on Education of the issuance of what was known as the "hard-boiled order" and other matters connected with the administration of the board. Hearings were had by the Committee on Education regarding the matters referred to in the Husted resolution beginning March 2. Articles having appeared in the New York Evening Post making specific and serious charges against the board, the chairman of the Committee on Education requested the Post to send their representative to appear before the committee to testify regarding such charges. Mr. Harold A. Littledale, special writer for the Post, appeared and testified on March 12 and has appeared before the committee as witness and representative of the Post during all the hearings that were held. Subsequently hearings were held on the resolution above set forth. The committee continued these hearings both in the forenoon and afternoon and gave as much time to the hearings as it was possible for them to give.

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The testimony submitted against the board continued until April 16. Thirty-six witnesses were examined. This testimony as printed covers about 1,000 pages. After a short recess the committee again convened for the purpose of hearing the testimony submitted on the part of the board. This testimony was continued for some time and covers about 1,200 pages. The investigation closed May 15.

This testimony covers a vast amount of information on the rehabilitation work, much of it important. This testimony has been printed and is available for any who desire to make particular investigation regarding the matters referred to.

The committee herewith makes report in so far as it believes it is justified in doing in the nature of findings, with recommendations. Some of these recommendations can be carried out by the executive action of the board without further authority of law. Some of them, however, will require changes in existing law, to effect which bills will be introduced and reported for the consideration of Congress. The following specific findings and recommendations are submitted:

TRANSFER OF SERVICE.

In view of the fact that the Vocational Board will probably have a very large increase in its duties by reason of the addition of the care of those injured in the industries, and in further view of the fact that the work of the rehabilitation of those injured in the late war would seem a particular and specialized service, temporary in its nature, and in further view of the fact that the coordination necessary to secure speedy and efficient administration can only be secured by placing the three activities relating to the welfare of the soldiers of the late war injured or diseased in the service under the same head, we recommend that the rehabilitation service be placed under the supervision of the Treasury Department and made a bureau of such department, or that the rehabilitation service, together with the War Risk Insurance Bureau and the Health Service, be transferred to the Interior Department, each to constitute a bureau of said department; and we further recommend that the President be requested to make such transfer as herewith recommended as in his judgment will best secure the efficient administration and coordination of the said activities under the powers already granted him by law, and if additional legislation is necessary that it be introduced at the earliest practicable moment.

STATE DIVISIONAL OFFICES.

It is shown by the evidence that there has been too large a proportion of the rehabilitation work assumed by the board at Washington and that the divisional officers were for that reason unnecessarily delayed in placing the men in training. It is also abundantly shown that the regional offices, 14 in number, are not numerous enough to readily and quickly dispose of the cases within their territory.

For these and many other reasons it is recommended that a divisional office with power to pass on cases and put in training those approved be established in each State.

It is believed by the committee that such action will result in facilitating the work, make it more easily accessible to the disabled

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soldier, and bring about a closer relation between the service and the soldier. It is to be hoped that those fraternal, benevolent, and humanitarian orders, societies, and associations which have State organizations will aid the respective State rehabilitation offices in assisting the disabled soldier in securing the service, in his placement, and in all those kindly offices to him and to his family which will contribute to their welfare, comfort, and happiness.

DELAY.

It is clearly shown by the evidence that many cases of inexcusable delay in passing on applications for training have occurred. However, there should be no censure of the board for delays which occurred before July 11, 1919. The evidence is practically conclusive that delays which occurred before that date were due to the failure of the Bureau of War Risk Insurance to act on the cases. Since that date delays have occurred, many of which should be charged to the administration of the board.

One of the principal causes of delay was the requirement of the central board that no man could be put in training until the board at Washington had passed upon it. A recent order of the board allowing the regional officers to put the boys in training subject to the approval of the board, has remedied that condition. There are many other causes which have occasioned delays—"red tape," repeated medical examinations, incompetent officials, lack of cooperation and teamwork, unnecessary requirements, congestion at regional offices, want of funds to prosecute the work, and the difficulty of securing competent officials, owing to salary limitations and civil service requirements. These are probably the principal causes disclosed by the testimony.

Some of the matters referred to are covered by other specific recommendations. The committee finds that most of the causes for delay are now removed, and others, it is hoped, will soon be removed. The utmost speed consistent with a fair and reasonable observance of the legal requirements, and with the most liberal and sympathetic appreciation of the soldier's claim for assistance should be given in every case. It is particularly recommended that the conditions shown to exist in the New York and Philadelphia offices preventing harmonious cooperation and efficient teamwork should be remedied at once, if necessary, by an entire reorganization of those offices.

"RED TAPE."

It is manifest from the statements of the officials of the board that there has been altogether too much "red tape" in the work of placing the men in training. Many changes have already been made, and many more should be made, until the very few essential facts necessary to determine the applicant's right of training may be speedily determined, without delay and without embarrassment and worry to the wounded soldier. The committee recommends the immediate removal of all restrictions and requisites not absolutely necessary to determine the disabled soldier's right to training and its character.

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"FOLLOW-UP" WORK.

The "follow-up" work of the board has been admittedly deficient. The explanation is that there has not been sufficient funds to secure the needed men. That explanation is in great part sustained by the testimony. However, it is the opinion of the committee that "follow-up" work has not up to this time received the consideration of the board which its importance merits.

It is to be hoped that with sufficient funds the necessary personnel to carry on this highly important work will be secured, and the work vigorously prosecuted.

DELAY IN PAYMENT OF BILLS.

Apparently inexcusable delays in the payment of bills by the central board have been shown. The reason alleged is the failure to present bills in proper form. That could and should have been cured by the prompt action and cooperation of the officials. Delays of many months in paying for hospital service and tuition are reprehensible and should not have occurred. We recommend that means be devised by which prompt payment when due of every bill presented and approved by made by the board.

THE SO-CALLED "HARD-BOILED ORDER."

The so-called "hard-boiled order" was not issued by authority of the board. It was written, however, by an official of the rehabilitation service and was inferentially approved by others to whose attention it was called.

The committee disapproves of the so-called "hard-boiled order," both as originally prepared and as subsequently modified, and is gratified to learn that its author has resigned, and will no longer be continued in the service.

WAIVING CIVIL-SERVICE REQUIREMENTS.

It has been stated by officials engaged in the rehabilitation work that the civil-service requirements are an impediment to the successful prosecution of such work.

The committee recommends that such requirements be waived as to the principal and staff officers engaged in the work on account of the peculiar and specialized character of the work.

BOLAND CONTRACT.

In view of the fact that the contract for a continuance of the present rates of tuition paid to the training school at Pittsburgh, of which Mr. Boland is the head is now pending, and in view of the fact that the contract is for rates of tuition which the committee believes are excessive, we recommend that the contract be not renewed unless lower and reasonable rates can be secured.

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REVOLVING FUND.

The evidence disclosed the fact that the Benevolent and Protective Order of Elks has furnished a fund of $200,000 as a revolving fund to be administered by the rehabilitation service and loaned to disabled soldiers in case of need. It was further shown that the fund is too small to meet the required demands. We recommend the immediate appropriation of $200,000 to be used in connection with the fund now furnished by the Elks to be loaned to the disabled soldiers in cases of emergency for their support and that of their families.

EXTENSION OF BENEFITS TO AMERICANS SERVING WITH THE ALLIES.

The committee finds that there is no provision of existing law for the rehabilitation of those American citizens who were disabled by reason of their service with the forces of the Dominion of Canada, or in the service of any other of our associates in the late war. We recommend that the law be amended to include such men under the beneficial provisions of our rehabilitation acts.

CERTIFICATES OF TRAINING.

The committee recommends that hereafter the rehabilitation service arrange with the schools and institutions in which training is given to issue to the disabled service men who have completed their courses of training certificates to that effect.

EXTENSION OF TRAINING TO ALL SERVICE MEN WITH A 10 PER CENT DISABILITY.

The committee has arrived at the conclusion, as a result of a consideration of the testimony submitted at the hearings, that the distinction between section 2 and section 3 training should be abolished, and we recommend that hereafter all service men showing a degree of disability of 10 per cent or more shall be granted training with compensation, if they so desire.

The committee unanimously approves of the rehabilitation idea as one of the most outstanding and progressive features of legislation induced by the World War. Its newness explains in part some of the mistakes and deficiencies, especially in the earlier stages. The committee recognizes a gradual improvement in the work and commends the increasing efficiency under the direction of the present chief, Uel W. Lamkin.

All of which is respectfully submitted.

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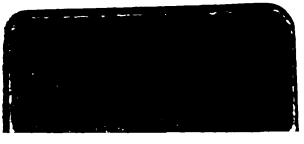

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